ILLINOIS HIGHWAY SAFETY CONFERENCE

HELD AT

SPRINGFIELD, ILLINOIS

ON

THURSDAY

DECEMBER 12, 1946

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Springfield, Illinois, December 12, 1946, 10:00 o'clock A.M.

GENERAL SESSIONS OF THE CONFERENCE

HONORABLE T. P. SULLIVAN, *Director*
Department of Public Safety, Presiding:

THE CHAIRMAN: The Conference will please come to order. Please stand for the Invocation by the Reverend Father Joseph Murray, Superintendent of Parochial Schools of the Springfield Diocese.

(Invocation by Reverend Joseph Murray.)

THE CHAIRMAN: Governor Green, distinguished guests, members of the Conference: At the very outset of this Conference, I would like to express my personal gratification at the manner in which you have responded to the Governor's call. We are very much aware of the many demands upon your time and, therefore, are doubly appreciative of your willingness to contribute your efforts to formulating a program which we hope will ultimately save many lives in this State.

I believe all of us who have been actively interested in the safety movement have been aware for a good many years that the importance of this movement has not been adequately recognized or appreciated throughout the country as a whole.

We have known that the traffic accident problem with which we are especially concerned was clearly and demonstrably of major importance. We have known that it necessarily affected the interests of both the public and the average individual to a far greater extent than did the problems which many other great national movements have been designed to deal.

We have known, moreover, that we possess the technical knowledge and the skill to deal effectively with the traffic accident problem—that, given the facilities and the resources with which to attack the job, we have the "know-how" to cut these accidents almost to the point of elimination. We have known, too, that in terms of professional competence the safety men and women of this country have equaled any other group engaged in any comparable undertaking.

Nevertheless, we have seen other movements dealing with problems of lesser social and economic importance receiving many times the support and recognition, and, while saying this, we have also seen traffic accidents—in a single year, such as 1945, continue to kill upward of 28,000 persons, injure some one million others, and cause an economic loss of well over a billion dollars.

I dare say that everyone of us who has ever had anything to do with traffic safety has repeatedly thought that if he could bring others to see the seriousness of the problem as he sees it, if he could bring them to realize the importance of practicing safe measures—if, in short, he only had whole-hearted public support and cooperation—there would be no question about cutting these losses to the vanishing point. To bring about such conditions is, I believe, the ultimate goal of the safety movement. It is very definitely the goal of the Governor of Illinois in calling this Conference.

The Governor is aware that within this State there is available the technical knowledge and professional skill for reducing traffic accidents. But he is also aware that this knowledge must be applied on an organized basis. Illinois' traffic safety movement must be converted into a people's movement. For, only through a people's movement will the problem of traffic safety be realized and recognized. Only through a people's movement can organized traffic safety programs be established and properly supported in all of the cities and communities of this State. So that is why you have been asked to come here today. The State of Illinois, and its Governor, want your ideas, your suggestions and above all your support.

A few words about the mechanics of this Conference: In an effort to hold a one-day conference, we have consolidated the eight committees set up by the President's Highway Safety Conference into four principal committees with appropriate sub-committees. I would like to announce these committees now together with their chairmen, vice-chairmen and secretaries.

The committee on engineering has as its chairman Mr. Melvin L. Enger, Dean of Engineering at the University of Illinois. The vice-chairman is Mr. Leslie J. Sorenson, vice-president for Traffic and Transportation of the National Safety Council. The secretary is Mr. Matthew C. Sielski, Safety Director of the Chicago Motor Club. This committee will consider the need for traffic engineering service, accident records, the pedestrian problem, night accident problem, speed control and zoning, uniform signs and markings, and traffic control devices. Members of the committee will meet in Room 111 in this building at 11:00 o'clock.

Incidentally, all of the committees will meet from 11:00 A.M. until 12:30 and from 2:00 P.M. to 3:15 P.M.

The Committee on Enforcement has as its chairman the Honorable Walter T. Gunn, Chief Justice of the Supreme Court of Illinois. The vice-chairman—Courts' Section, is the Honorable Harry H. Porter, Chief Justice of the Municipal Court of Evanston, Illinois. The vice-chairman—Police Section, is Captain Emerson H. Westwick, of the Department of Public Safety. The vice-chairman—Motor Vehicle Administration Section, is Mr. R. E. Willis, Chief Investigator of the Motor Vehicle Administrator's Office of the Secretary of State. The secretary of the Enforcement Committee is Mr. Robert E. Raleigh, Associate Director of the Traffic Institute

at Northwestern University. This committee will discuss traffic law enforcement, procedures and penalties, prosecutors, courts and police cooperation, motor vehicle administration and driver licensing. Members of the committee will meet in the ballroom of the Abraham Lincoln Hotel.

The Committee on Education has as its chairman Mr. Whipple Jacobs, President of the Belden Manufacturing Company. The vice-chairman—Schools and Colleges Section, is Mr. Vernon L. Nickell, State Superintendent of Public Instruction. The vice-chairman—Public Information, is Mr. J. Emil Smith, Editor and Publisher of the Illinois State Journal. The vice-chairman—Public Support, is Mr. Barney Thompson, Editor and Publisher of the Rockford Morning Star. The secretary of this committee is Mr. Paul F. Hill, a consultant for the National Safety Council. This committee will consider school safety education—(elementary, secondary, colleges and adults), driver training, public information, press, radio, moving pictures, posters, outdoor advertising, etc., public support, safety councils and commissions. Members of this committee will meet in the auditorium of this building.

The Committee on Legislation has as its chairman the Honorable Kaywin Kennedy, President of the Illinois Bar Association. The vice-chairman is Mr. William M. James, Village Attorney of Wilmette, Illinois. The secretary of the committee is Mr. James P. Economos, Executive Secretary, Traffic Court Committee of the American Bar Association. This committee will consider traffic laws and ordinances and legislative proposals. Members of the committee will meet in the Palm Room of the Abraham Lincoln Hotel.

I am sure that all of you have programs and are therefore familiar with the agenda. However, let me briefly go over it with you. Immediately after the address of Governor Green, the committees will recess for discussion. All of these committees will reconvene at 3:30 P. M., in general session in this auditorium where each will make its report and recommendations. At 5:00 o'clock we will hear from Mr. W. Earl Hall, Chairman of the National Committee for Traffic Safety. The Conference will adjourn at 5:30 P. M., in order to give all of you time to reach home at a reasonable hour.

I am sure that other members of the committee wish to join with me in again thanking you for coming. This is your Conference. Out of it we hope will emerge a sound and practical program to save lives. Our traffic accident situation, along with our education, our health, comfort, convenience and security, is one of the conditions that we can improve to almost any extent we wish—if we have enough sense to use our existing knowledge for our good.

At the Conference held in Washington last May, the chairman of the committee on Organized Public Support quoted a gentleman from Illinois in his closing remark. Since that time, I notice that the gentleman in question—the late Mr. Daniel H. Burnham—has been quoted at many State Conferences of this nature. But since Mr.

Burnham came from Illinois, I think it is quite fitting that I quote his remarks to you in closing:

> "Make no little plans. They have no magic to stir men's blood and probably themselves will not be realized. Make big plans, aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but, long after we are gone, will be a living thing, asserting itself with ever growing insistency."

Now, at this time, it affords me extreme pleasure to present to you the sponsor of this Conference, the Honorable Dwight H. Green, Governor of Illinois. (Applause)

GOVERNOR GREEN: Director Sullivan, Reverend Murray, Justice Gunn, distinguished guests, ladies and gentlemen of the Conference: I know that it is not necessary to remind any of you who are present here this morning that the State of Illinois faces an emergency of major proportion. Many of you have come from long distances to be in attendance here and you have taken time out of your busy life to come here and to grace this Conference with your presence. That act in itself is testimony enough to show the very great interest you have in the problem with which we are confronted and the awareness you have of the great responsibility that rests upon all of us to arrive at a solution of this very acute problem.

Almost from the very moment when the electric word "Peace" burst upon us suddenly on the 14th of August last year, the Nation experienced an upsurge of accidents on our streets and highways which have since continued month after month.

Aside from all of the ordinary causes of accidents, we were—and still are—faced with an unusual set of conditions. Many war-time restraints were lifted almost overnight. Gasoline became freely available. Stored up enthusiasm for driving found release. But neither our highways, nor our motor vehicles, nor even our drivers were conditioned for this over-night expansion of motor travel. During the war years, highway construction had to be deferred. Lack of replacements extended the average age of our automobiles to eight and a half years or more, and, to complicate matters, most drivers and most pedestrians were not able to adjust themselves immediately to the accelerated pace and the heavier volume of traffic.

The general situation was not peculiar to the State of Illinois. Every other State has been confronted with the same set of circumstances. Shortages, rationing, over-all restrictions on war-time motor travel served somewhat as automatic accident preventives. Traffic casualties during the war years declined to the lowest level on record in Illinois.

But something was bound to give when the lid came off after V-J Day. The inevitable has happened. Death, injury and property damage have increased so rapidly that the problem of highway

accidents has become the immediate concern of every responsible public official and private agency having to do with motor traffic and its safety.

Across the Nation, traffic casualties have increased 30 to 50 per cent in the months since the end of the war. Here in the State of Illinois, the increase in traffic fatalities has been 35 per cent. Figures for the first nine months of 1946 have just been compiled for our State—1308 dead; 40,966 injured. The deaths are 19 per cent higher than in 1945. The injuries are 22 per cent higher. In the same period, the Nation's toll has been estimated by the National Safety Council at 24,400 killed; 850,000 injured—an increase of 30 per cent over the corresponding period in 1945.

The accident tables tell a stark, realistic story of human and mechanical failure. They constitute the final and irrevocable proof that we are here faced with one of the great human problems of our time. They demonstrate that we have on our hands an emergency of number one importance.

That is why I have called you together here for this Conference—a "working conference" on street and highway safety. That is why we shall, in the State of Illinois, take every necessary step to check this frightful waste of life and resources—and check it quickly and positively.

It would be easy to sit on the sidelines and say: "We now have laws, we have police, we have driver examination, we have education for safety, we are going to build better and safer roads." It would be easy to say: "We are doing all that we can."

But too much is at stake for that kind of an easy attitude. We are entering an era of enormous expansion of motor vehicle and highway facilities. Let us make no mistake about it—during the next few years we shall see our motor vehicle registration pass the 1941 mark of 1,825,000 cars, the previous high point, and continue to climb. We may expect to have well over 3,500,000 licensed drivers. Gasoline consumption on our highways will far surpass the record one and a half billion gallons consumed in Illinois during pre-war 1941.

It is not difficult to imagine what a static policy on motor traffic facilities and controls would mean to the future industrial and social life in Illinois. Given some notion as to gasoline consumption on our streets and highways, any statistician can readily predict our accident rates, this year, next year, and the next.

The statistical tables can be projected with remarkable accuracy to tell just how many accidents there will be, for example, in the next ten years; how many will be killed and maimed in them; how much property damage will be caused. Left to the imagination are only the names of the next victims and precisely when and where the next accident will occur. You can almost begin to requisition the tombstones and reserve the hospital beds.

It is a reasonable, conservative guess that if we are satisfied with our present machinery of accident prevention, we will, in Illinois, kill 22,000 persons in motor vehicle accidents in the next ten years, we will wound and maim 750,000 others—crippling many for life. At that rate, one in every ten of our citizens will in the next decade be killed or injured in a traffic accident. And we will run up a property damage bill of $100,000,000. Nor does this take into account all of the suffering and misery and loss of time and loss of services and loss of production which are by-products of every accident.

The atom bomb may be quicker, and in that respect more merciful, but its devastation is no more certain than the relentless succession of traffic accidents. What one achieves in a single blinding flash of destruction the other arrives at by a grinding attrition.

We think in terms of hundreds of millions of dollars of expenditure for better highways, while contemplating a colossal waste of money and resources in traffic accidents. On the one hand we are making a huge investment in vitally necessary facilities for motor transportation—an investment in greater safety, comfort and ease of travel. On the other we are faced with the certainties that we may expect staggering losses unless all experience of former years is contradicted.

That is why we must take time out now for a general inventory of our enforcement, educational and engineering tools for highway and traffic safety. It is time to take stock of our laws, our administrative functions, our agencies of enforcement. It is time for a thorough, realistic appraisal of our arsenals for safety.

What are our present laws and facilities?

Are they adequate for the monumental job which lies ahead?

If there are weaknesses, what must be done to correct them?

We know there are definite scientific standards to follow. We know there are tried and proved methods of accident prevention. Are we applying each of these standard methods to our problems in Illinois? If so, are we employing them to the utmost of our ability? These are factors to which I hope you will give careful study and consideration.

We know, for example, that we must have sound, reasonable laws—and that we must enforce them strictly and impartially.

We know that we must have adequate and well-trained enforcement personnel, and efficient courts where violations will receive uniformly impartial treatment.

We know that we must have a system of driver licensing which prevents the licensing of incompetent drivers in the first instance, and machinery for swiftly removing from the highways those who by their actions demonstrate their inability, for any reason, to conform to a general pattern of public safety.

We know that we must place increasing emphasis upon the roadworthiness of vehicles, especially in view of the war-time deterioration of our automobiles and trucks.

We know that we must have a continuous program of safety education which reaches not only school pupils but adult drivers and pedestrians as well.

We know that by employing modern engineering technique we can build into our roads a far greater degree of safety than ever before and that we can eliminate many of the hazards on our present roads. Our structure of law and administration in the State of Illinois must be evaluated in the light of those standard sign posts for safety. That is the job I am asking you to undertake in this conference.

Many of the far-visioned practical plans for present highway improvement and new road construction are already actualities. Rapid progress has been made on rebuilding the now famous Route 66 through Illinois. We may justifiably look forward to the elimination of many of the old highway hazards. We must turn the spotlight too upon the coming generation of drivers. It is a fact, you know, that the death rate for motor vehicle accidents among children between the ages of 5 and 14 years exceeds the rate for every other type of child accident.

Yet, super-highways are not completed by the waving of a "wishing wand". And education, at its best, does not pay off immediately in improved habits of driving and walking. However desirable, however necessary are these approaches to safety, we cannot bank upon them for results now. But, we must act now to apply the brakes to accident rates.

That is our first job. As you work toward that objective, today, I hope you will have in mind improvements of a permanent character. Brief campaigns offer only a temporary "shot-in-the-arm" which wears off all too quickly. A sound, yet flexible and continuous program, is needed.

From this conference may well come specific legislative recommendations to the General Assembly at its next session convening in January. I hope that the members of the Legislature who are present today will take an active part in the debate, so that when you have reached conclusions, they will reflect the measured judgment of this group which represents the total of Illinois' experience and knowledge of this important subject.

I am personally deeply grateful to each of you for attending this conference and for the thought and effort which I am sure you will bring to it. As Governor, I thank you on behalf of all of the people of the State for what I know will be an honest and constructive program.

Yours is an important responsibility to public safety. Upon your judgment today may very well rest the safety and well being of those who drive and walk in this State. You have it, too, within your grasp

to promote a genuine appreciation and understanding of a great social problem—the saving of human lives. This is a worthy objective—and, at the same time—a glorious challenge. It is yours to accept. (Applause)

THE CHAIRMAN: Thank you, Governor Green, for your most inspiring and informative message. Those of us charged with the job of doing a work job, as we would call it, in traffic safety prevention in all of its phases, feel we are very fortunate in having as our leader Governor Green. A man who will spend so much of his time and give so freely of himself, as he does, in all these movements, assisting us in doing the job, we think is most inspiring and I think I can express the the feeling of the Conference, Governor, in expressing our deep appreciation of you coming here this morning. We certainly do need the support of Governor Green. He has indicated his feelings by his actions, by first appointing this committee following the Springfield Conference, by working with the committee from time to time, counseling with us, then calling this conference today and asking all of you important folks to leave your businesses to come here and try and do something to stop the terrible loss of life and property. As indicated in the Governor's message to you, the Governor's support we have. He has indicated by action that he is going to help us. We need that support.

As I look out in the audience I see many members of the General Assembly here. We certainly need their support. I see judges of our various courts, we need their support. I see many faces of police and sheriffs here, we need their support. I see the press and the radio is represented, we need that support.

As I said at the outset, in my opinion if this conference is to be a success, it must be the people's movement, so we even see the women folks leaving their homes to come here this morning. Certainly that is healthy. It is the woman who starts the little child to school and is the last one to tell the child to be careful in crossing the street. That is very much needed support. I see editors here, that support is certainly needed.

If we can all work at this job, make it our business to do the job to where the individual citizen feels the impact of this as we continue on, then we are going to get compliance with the safety movement in Illinois. We will get to the point where a driver does not abide by the traffic ordinance because he is afraid, but because he wants to do it, because he wants to obey the law, because he wants to saves lives.

I said at the outset, if we have enough pride to help ourselves, this is the thing I should do because I want to do it, then I believe we will stop this terrific loss of life and property in Illinois.

I would like at this time to introduce to you the other members of the Governor's Highway Traffic Safety Commission; if they will stand and take a bow, I will appreciate it. The Honorable Vernon L. Nickell, Superintendent of Public Instruction. (Applause)

The Honorable John D. Biggs, Chairman of the Illinois Commerce Commission. (Applause)

The Honorable Wesley W. Polk, Chief Highway Engineer of the State of Illinois. (Applause)

The Honorable Walter A. Rosenfield, Director, Department of Public Works and Buildings. (Applause)

I have received regret from the Honorable Edward J. Barrett, Secretary of State.

I would like to introduce a man who has done a lot of work to make this conference the success I am sure it is going to be, General W. E. Guthner, Executive Secretary of the Commission. (Applause)

Now, I would like to announce again the meeting places of the various committees, because I notice some of you folks arrived late and you will not know where to go, so I will announce them again.

The Committee on Education will remain in this auditorium when the members of the other committees withdraw to their respective places.

The Engineering Committee will retire to Room 111, on this floor, where their meeting will be held.

The Committee on Enforcement will meet in the Banquet Hall, Fourth Floor, Abraham Lincoln Hotel.

Now, the hotel was nice enough to cooperate with us and let us use the room, but it must be vacated at 3:00 o'clock for another meeting.

The Legislation Committee will meet in the Palm Room, Fourth Floor, Abraham Lincoln Hotel, and that room likewise must be vacated at 3:00 o'clock.

It will be appreciated if everyone is back here in their seats at 3:30 this afternoon. Also, if the members of the conference will come back here at 3:30, at that time the reports of the committees will be read by the chairmen and we will ask you folks to take action on them, so at this time the committees will retire to their various meeting places.

(Whereupon the members of the various committees retired to their respective meeting places and the general sessions of the Conference were continued until 3:30 o'clock P.M.)

REPORT OF COMMITTEE ON ENGINEERING

Presented by MELVIN L. ENGER

Dean of School of Engineering, University of Illinois

Engineering is popularly associated with spectacular structures such as bridges and skyscrapers. The same techniques that enable the engineer to predict the stresses and strains in a steel framework also lead him to the weak links in our street and highway networks. These weaknesses are frequently the cause not only of congestion but also of serious traffic accidents.

Steps to counteract the faults of our inherited horse and buggy street systems after they have been revealed by the engineer's analytical processes are likewise his responsibility in most instances. Many times these steps seem so simple and inexpensive—for example, the use of signs, painted lines, one-way streets, traffic signals or channelizing islands—that we underestimate their importance. While these simple methods, properly used, can accomplish remarkable results, the same techniques inexpertly applied can aggravate bad conditions and create real hazards where none existed before.

Good practice in the design of traffic facilities is now so well known that faults in our existing street and highway systems are glaringly apparent to the experienced eye. It would be economically unsound, unfortunately, to correct all of these past errors at this late date. At the same time, however, mistakes of the past must be guarded against in the design and construction of new facilities and the reconstruction of old ones.

The engineer alone does not have the power, obviously, to correct all the ills of our present-day transportation machine. Working as a team, however, with administrators, educators, legislators and enforcement officials, he can do more than his share to make our streets and highways perform efficiently and safely.

The following report is a suggested state-wide action program relating to engineering activities. The emphasis in this report is placed on those activities having greatest effect on traffic accidents as seen by the engineer. They are as follows:

1. The Need for Traffic Engineering Service.
2. Pedestrian Protection.
3. Traffic Control Devices.
4. The Night Accident Problem.
5. The Value of Traffic Accident Records.
6. The Need for Speed Control.

Appended to this report are other suggestions for dealing with many traffic problems.

The Need for Traffic Engineering Service

Not so many years ago traffic controls and regulations were developed through a trial and error procedure. Likewise, the problem of moving the increasing masses of people, goods, and vehicles, was everybody's worry, but nobody's responsibility.

In our cities, especially the larger ones, the growth of traffic over the present street system created a condition similar in character to that of a dreaded disease. It stifled normal growth, it was dooming large business centers, with residential areas likewise suffering from its effects. Traffic was sick; it needed a doctor. This person to qualify had to possess many qualities as a combination engineer skilled in time and space problems, the fundamentals of a psychologist skilled in problems of human element and behavior, and a safety engineer skilled in accident prevention and remedial measures.

Much has been accomplished in recent years in relieving traffic congestion, providing for freer movement, and promoting traffic safety by fixing responsibility for correction or improvement of such conditions upon engineers who devote their entire time and skill to the solution of the traffic problem. These men are called traffic engineers. Their basic duties are:

1. The design, application, and maintenance of traffic control devices.
2. The collection and analysis of accident data.
3. The study of parking on both economic and congestion factors.
4. The study of speed practices of motorists and the determination of safe speeds.
5. To conduct traffic surveys of every type as may be required.
6. To engage cooperatively with design engineers in the geometric design of street and highway facilities.
7. To maintain close liaison with law enforcement agencies.
8. To recommend to proper authorities needed traffic legislation or ordinances.

The degree to which these services should be made available depends upon the intensity and severity of the problem at hand in each specific locality. With evidence of great increases in traffic coming in future years and the prospect of a continued high accident rate, the question of operating our street and highway system safely and efficiently takes added importance. It should be recognized, therefore, that professional services are required and that home remedies will no longer suffice.

In order to more nearly qualify those engineers and other officials of governmental agencies who are not regularly engaged in traffic control work and to generate a greater interest in the use of proven techniques, an annual seminar dealing with traffic control methods should be held at one of the principal universities in Illinois. At such

conference, suitable subjects would be discussed by experienced traffic engineers, and analyses made of individual problems which might be offered by those in attendance.

Pedestrian Protection

The committee has given serious consideration to the subject of pedestrian protection.

It realizes full well the serious consequences of vehicle-pedestrian collision. In cities, one-half to three-fourths of all persons killed in traffic accidents are pedestrians, and in rural areas, one-fourth to one-third of traffic victims are pedestrians. Thus the problem is of great importance to both rural and urban dwellers. Pedestrians have certain legal rights-of-way and motorists have been accorded their legal rights-of-way. Each class of street and highway users must respect the rights of the other and legislation and ordinances must be passed in the interest of safety to the pedestrian to accord a legal right-of-way to each class where such right-of-way is not specifically now defined.

The committee also recommends that necessary legislation be passed to permit municipalities to require pedestrian observance to traffic control signals in the same manner that motorists are required to observe and that proper penalties be provided for pedestrian disobedience.

The committee further recommends that necessary legislation be passed to empower cities to prohibit "Jay-walking" to any extent that traffic engineering surveys disclose the necessity for such prohibition.

The committee recommends that State, County, City, and Village authorities appropriate necessary funds for the proper installation and maintenance of pedestrian safeguarding equipment at such locations as may be necessary after thorough traffic engineering surveys have been made. These measures include:

1. Adequate street lighting.
2. Physical aids such as:
   (a) Safety islands and loading platforms.
   (b) Marked crosswalks.
   (c) Sidewalks in rural areas.
   (d) Pedestrian barriers.
3. Police protection when warranted.
4. Properly located off-street recreation areas for children.
5. Special protection for school children.
   (a) Elimination of parking in the immediate vicinity of school property and crossings.
   (b) School warning signs.
   (c) Proper operation and supervision of school buses.
   (d) Protection through school safety patrols, adult guards, or special police.

Traffic Control Devices, Their Use and Operation

The misapplication, improper or unnecessary use of traffic control devices in the operation of traffic on streets and highways has been found in many cases to increase congestion and accidents, and in general to lead to disrespect for the regulation. It is, therefore, recommended that the use of traffic control devices be based on the need as determined by factual studies.

Uniformity in the design, operation and location of all traffic control devices is essential to the safety and welfare of the citizen of the State of Illinois.

In order to assure uniformity throughout the State, the State Manual on Uniform Traffic Control Devices for Streets and Highways was adopted pursuant to provisions of Section 28 of Article 3 of "An Act in Relation to the Regulation of Traffic" adopted July 9, 1935. This State Manual contains the warrants, design, size, location, color, and application for all traffic signals, signs, markings, safety zones, and traffic islands. It is recommended that the State continue to enforce aggressively the provisions of this manual, and that all counties, cities, and villages conform to the standards set up therein.

Poorly maintained traffic control devices quickly become ineffective and lead to increased accidents and congestion. It is recommended that all traffic control devices be properly maintained in order to command the full respect and observance by the motorists and pedestrians.

It is further recommended that all obsolete, damaged, or worn out traffic control devices be replaced as rapidly as conditions will permit with modern equipment meeting the latest requirements as set forth by the State Manual.

Specific Recommendations:

1. Signals.
   (a) Every authority should make a survey of all present traffic signal installations to determine those that do not meet the present State requirements as to need, location, timing, and type of control. Those which do not conform to the standards as set up by the State Manual shall be removed or replaced.
   (b) It is recommended that at all present and future installations the type of control that should be used is that which will cause the least amount of delay to traffic and will be such that the allocation of the right-of-way shall conform as closely as possible to the actual traffic pattern.

2. Signs.
   (a) Every authority should make a survey of all sign installations and remove those which do not conform with standards as set by the State Manual.

(b) Since non-reflectorized or non-illuminated warning, stop, directional and informational signs create definite hazards at night, it is recommended that all such signs which have night time application be reflectorized or illuminated.

(c) All signs should conform with the State Manual as to size, shape, color and location.

3. MARKINGS.

(a) All pavement, curbs, and obstruction markings shall conform to the State Manual.

(b) It is recommended that more extensive use be made of the No Passing Zone markings as outlined in the State Manual.

Traffic control devices are defined to include the following items: Informatory, regulatory, and warning signs, signals, center and lane lines, no-passing zones, and other pavement markings, curb and obstruction markings, islands, and barriers, and other controls used to increase the safety of motorists and pedestrians, and eliminate confusion in the operation of traffic over streets and highways.

The Night Accident Problem

Because 75% of all fatal traffic accidents occur during the hours of darkness while only 30% of the vehicles are moving over the highways, it is urged that measures be taken to increase night visibility, particularly on city streets and at points of night time danger on rural highways.

Experience has proved that proper highway lighting can materially reduce night accidents. Records show up to 100% reductions in night traffic fatalities where proper lighting has been placed in use. In Illinois more than half of the fatalities on rural highways and around 75% of those on city streets occur during darkness. The potentiality of traffic safety lighting for saving lives is tremendous.

Traffic safety lighting has repeatedly demonstrated its value for reducing certain types of night accidents. It is particularly effective in protecting pedestrians. All present high accident locations should be studied and new construction analyzed by the authorities to determine whether the lighting is or will be adequate. Proper authorities should see that funds are made available for improving night traffic visibility.

Several important factors are involved in the improvement of night visibility and all should be considered. Among these are:

1. Fixed lighting of hazardous locations along rural highways and hazardous intersections.
2. Fixed lighting along approaches to urban areas.
3. Fixed lighting along heavily traveled traffic arteries through residential sections.
4. Night visible pavement markings.

5. Night visible highway signs and delineations at certain locations.
6. Improvement of vehicle headlights, tail lights and safety lights.
7. Driver and pedestrian training.
8. Safe night driving speeds.

Intensive study has been given to traffic safety lighting by the Illuminating Engineering Society and its recommendations should guide highway and street lighting installations. Much also has been done on pavement markings and signs and full use should be made of this experience.

Improperly adjusted headlights and poor tail lights are the cause of many night accidents. Proper maintenance of vehicle lights is, therefore, an important factor of night visibility and may require compulsory vehicle inspection to secure the necessary standards. In some localities where vehicle inspections are in effect 35% to 45% of the vehicles inspected are rejected because of faulty headlights.

Many drivers do not realize the limitations of night visibility and should be trained in these facts. Lowered visibility seems to be the major difference in the dangers of night and day driving. Drivers and pedestrians alike should be made to realize this and give more attention to their safety under such adverse conditions.

The Value of Traffic Accident Records

Accident records are fundamental to accident prevention.

The whole concept of accident prevention is based on the fact that accidents can be prevented if hazardous actions and conditions are corrected. It becomes necessary first, therefore, to determine these contributing factors. We must know what we are trying to prevent before we can prevent it. This means that an adequate and accurate system of accident records must be developed if accidents are to be reduced through the three "E's" of accident prevention—engineering, enforcement and education.

A good traffic accident record system means that reports on a majority of accidents actually occurring are filed by location, indicated on a traffic accident spot map, summarized at monthly and annual intervals, and used as the basis for special studies. Such system is of value to all the accident prevention agencies of a state or city.

The following factors are pertinent:

1. At the administrative level, accident records serve to measure the magnitude of the accident problem and to evaluate results of corrective measures.
2. Engineers use accident records to identify physical conditions of the highway responsible for accidents, both in the design of new highways and in the control of traffic on existing highways.

3. Police use accident records to plan their traffic enforcement so as to concentrate their activities at times and places where accidents have been occurring and to direct attention to violations reported as having contributed to accidents.
4. Accident records bring to light drivers who have more than their share of accidents, affording an opportunity for the modern techniques of driver improvement.
5. Accident records call attention to vehicular defects which contribute to accidents, enabling police officers and inspection stations to concentrate on those conditions.
6. Safety education, both in the schools and of the general public, may be guided into useful channels by accident records, with those groups needing education receiving instruction on specific points which accident records point out as necessary.
7. Legislation for safety may be guided by accident records with the lawmaker able to base his decision upon facts, not conjecture.

It must be recognized that, particularly in the study of high accident locations, the reporting of accidents which involve no personal injury is very important. If property damage accidents are not reported, numerous high-accident locations may be overlooked because there were no injury accidents reported. Yet the presence of these property damage accidents indicates an accident hazard which may produce a serious accident at any moment.

It is recommended, therefore, that the State of Illinois and every municipality should have an actively functioning accident records bureau. Present bureaus should be re-examined and needed improvements made to insure the maximum production of useful facts for studying high accident locations, identifying drivers with bad accident rates, planning selective enforcement, and guiding an educational program. Every administrator must recognize that records are not merely a by-product of the traffic safety program, and must at every opportunity employ records as an effective aid to the determination of policies and to the economical expenditures of public funds to produce maximum results in preventing accidents.

The Need for Speed Control

Nationally, speeding is the traffic violation most frequently reported as contributing to fatal traffic accidents. Primarily excessive speed or speed too fast for conditions contributes to accident rather than "high speed" or speed beyond an arbitrary numerical limit. Thus, plans for speed control should be designed to eliminate the unsafe speed without unduly restricting drivers at times or places where higher speed can be permitted with safety.

The Illinois State Law specifies 20 m.p.h. as the speed limit in business districts and 25 m.p.h. in residential districts. A 35 m.p.h. limit applies in the suburban districts of municipalities. On some streets, special speed limits have been established and posted through authority granted for municipal officials for zoning streets with special limits. Outside of municipalities, the maximum speed permitted is that which is reasonable and safe for the conditions.

The committee believes that the present speed law is basically sound, since it recognizes the need for controlling unsafe speed without restricting the judicious use of speed when safe for the conditions. However, there is need for more speed zoning, especially in rural areas in sections where physical conditions and accident experience show the need for establishing special speed limits. Establishment of such zones on state highways at approaches to municipalities is needed especially to aid municipal speed control programs.

Speed zoning, properly applied, encourages voluntary observance of all speed signs and signals and makes easier their enforcement. It is effective in reducing the frequency and severity of accidents on dangerous sections of highway. Zoning with lower night speed limits has been found effective also.

Speed zoning must be properly applied, however. The numerical speed limits must be based upon engineering studies of travel speeds, volumes, accidents, and physical characteristics of the highway, with no unreasonably low speed limits.

The committee, therefore, recommends the following measures for improving the existing speed control program:

1. Extend the authority for speed zoning now contained in sections 49 and 50 of "An Act in Relation to the Regulation of Traffic," by authorizing officials in municipalities below 500,000 population to increase the speed limits, after engineering and traffic study shows the need for such limits, and by more definitely authorizing the Illinois Division of Highways to establish special speed limits in rural areas.
2. Re-survey and establish speed zones on rural state highways at approaches to municipalities, on urban connections of state highways, and at other locations where factual studies show need for such zones.
3. The State should be prepared to assist municipalities in speed zoning, on request.
4. Extend the practice of marking safe operating speeds on curves.
5. Discontinue the practice of establishing unreasonably low speed limits but permitting high tolerances.
6. Provide reasonable enforcement of speed regulations, with special consideration to zoned speed limits.

APPENDIX I

Additional Recommendations Relating to Traffic Engineering

1. In proceeding with a modernization program, the standards, policies, and guides developed after exhaustive traffic and engineering investigations by the American Association of State Highway Officials, the Public Roads Administration, and other appropriate agencies, are recommended for general application.

2. It is recommended that sufficient width of right-of-way be acquired, and the necessary access control be provided, on arterial routes so as to reduce hazard, increase the ease of driving, minimize obsolescence, and protect the investment in the improvement.

3. It is recommended that the improvement of the farm-to-market, to school, to home, to work types of secondary roads and streets be such as to make them as safe as practicable for year-round use.

4. In considering the unusual hazards at railway and highway crossings at grade, it is recommended that these crossings be eliminated with priority determined on the bases of hazard and economy of traffic operation. Provision should be made for adequate protection of existing railway grade crossings where the construction of separation structures is not feasible. The continuation of full and consistent use of the Federal funds authorized under existing Highway Acts of the Congress for railway grade-crossing elimination and protection is recommended.

5. It is recommended that the principle of off-street parking should be encouraged as much as possible.

6. It is recommended that additional use of the one-way-street principle be made wherever practicable, to increase street capacity and improve safety.

7. It is recommended that channelization be used more extensively to guide vehicles on a safe course through large area intersections and to provide safe refuge points for pedestrians.

8. Statutory periodic inspection of motor vehicles is recommended, since it is an essential part of a complete safety program. Such inspections should be made in government operated stations.

9. Warning signs should be provided in advance of stop and speed zone signs.

APPENDIX II

Recommendations on Accident Records

1. Adequate funds and personnel should be provided to permit all necessary processing, summarizing, and interpreting of accident facts for maximum effectiveness.

2. The processing of reports preferably should be the responsibility of one department in the jurisdiction, but an effective working liaison should be established between the record bureau and all departments and agencies needing access to the records.

3. The person in immediate charge of the accident record bureau should be competent to analyze and interpret the collected information. Adequate training should be provided all personnel, using both in-service training and the current training courses of the National Institute for Traffic Training and other regional or state courses.

4. Definitions of motor vehicle accidents should follow recommendations of the National Conference on Uniform Traffic Accident Statistics.

5. Accident report forms should be patterned after those recommended by the National Conference on Uniform Traffic Accident Statistics, and the necessity for drivers reporting the same accident on different forms to the State and to cities should be eliminated by uniformity in city and State report forms.

6. Methods of processing accident records should be standardized at least to the extent that each records agency:

   a. Maintains files so that accident reports may be readily identified for specific locations and for specific drivers;
   b. Maintains spot maps of adequate scale showing the location of all reported accidents;
   c. Prepared accident summaries at monthly intervals with detailed summaries at semi-annual or annual intervals, and with the State, in addition, preparing a complete summary of rural information.
   d. Makes available in useful form its records for the several agencies of government which can use the data for accident prevention purposes, such as routine tabulations by police area of appropriate data on place, time and violations for purposes of enforcement planning by the police;
   e. Makes special studies of accident circumstances in cooperation with accident prevention agencies.

7. The State should make every effort to establish a procedure for processing accident reports which will permit prompt and adequate summarization for accident prevention purposes as well as providing appropriate and timely information for the administration of the Safety Responsibility Law.

8. Municipalities not now requiring the reporting of accidents as suggested in the Model Traffic Ordinance should enact such legislation, and the Illinois Motor Vehicle Law should be amended to require police investigators to send reports to the central state records bureau, as recommended in the Uniform Vehicle Code. Every effort should be made to obtain compliance in all cities and in the State with accident reporting laws. Use of a clipping service, publicity, follow-up procedures and penalties for non-reporters should all be utilized to secure the most complete reporting possible.

9. The State should assist cities in establishing accident record systems, and should provide small communities with accident analysis service made by combining data from similar communities in the State.

10. The State and municipalities should make greater use of information produced by accident record bureaus, as follows:

a. Engineers should use accident records for guidance in dealing with high-accident locations, as well as to aid in improving highway design standards;

b. Enforcement administrators should use the information in planning the most efficient use of their available manpower and equipment;

c. The driver license administrator should utilize accident experience for driver improvement and discipline;

d. Officials who are responsible for school safety and public information programs should use accident facts to guide and implement their educational activities.

e. Accident records should be used to convince officials and the public of the need for specific improvement.

[NOTE: The above is a corrected copy of the Engineering Committee report as approved.]

REPORT OF SUBCOMMITTEE ON COURTS OF COMMITTEE ON ENFORCEMENT

Presented by HON. HARRY H. PORTER

In any discussion relating to the traffic courts in Illinois, it is well to bear in mind that the only contact which the average citizen forms with the judicial system of the State is perhaps a visit to the traffic courts and, because of this, he is apt to form his opinion of the general administration of justice from this one contact. The traffic court, therefore, plays an important part, a far more important part, generally, than most traffic court officials are aware of, in the judicial structure of the State. Integrity, intelligence, courtesy and efficiency in the administration of our traffic courts, their physical appearance, the demeanor and conduct of the traffic court's officials and personnel, all play a far more vital part than is generally supposed in the solution of one of the State's greatest social problems; namely, keeping the streets and highways safe for motorists and pedestrians alike.

For a number of years prior to 1940 the National Committee on Traffic Law Enforcement was engaged in a nation-wide study of conditions in the traffic courts, and in that year made its report to the American Bar Association's Section of Judical Administration, Section of Criminal Law, House of Delegates and to the National Conference of Judicial Councils. This report, approved formally by the bodies to which it was returned, and by the National Safety Council's Committee on Traffic Court Judges and Prosecutors and by the International Association of Chiefs of Police, contained few bright pages and much that was shocking in the way of inadequacies, especially in the courts of the Justices of the Peace throughout the Nation. The report contained a series of most valuable recommendations for improvement in the administration of justice in the traffic courts, and these recommendations have, today, the same soundness as when made and there now exists the same vital need for their adoption. The Committee, therefore, concurs in the recommendations made by that distinguished committee and respectfully urges that the recommendations made be adopted as fully and with as little delay as is feasible.

The attention of all interested persons is called to the text "Traffic Courts" by George Warren, Secretary of the Subcommittee on Courts of the National Committee on Traffic Law Enforcement, published by Little, Brown & Company of Boston, which is based upon the report of that Committee.

Since the Warren report is based on a nation-wide study of the traffic courts it contains some material which is not, by reason of

procedural differences, applicable to the State of Illinois. Your committee, therefore, having carefully considered the recommendations of the Warren report, and having taken into consideration the personal knowledge and experiences of its own membership with regard to conditions in the traffic courts of Illinois, makes the following recommendations for the State of Illinois:

Traffic Courts

1. The traffic cases should be committed to courts of record only, and such additional courts of record for this purpose as may be necessary should be provided.

2. The establishment of a separate system of traffic courts, recognizing county lines, which have for their function the handling of traffic cases only, is recommended; if this is found not feasible then the traffic cases should be handled separate and apart from all other court business.

3. The best organization for the handling of traffic cases would be a series of traffic courts charged with handling traffic cases only.

4. When the number of cases reaches 7500 in any year without a violations bureau in conjunction with the court, or 15,000 cases with a violations bureau, separate traffic courts should be set up.

5. The physical facilities of the traffic court rooms with references to appearance, facility, arrangement and cleanliness should be tremendously improved.

6. The taxation of costs separately from the fine should be eliminated and the fine assessed in one sum; if costs be included in this sum such costs should be limited to a reasonable sum.

7. The traffic court should never be located in a building other than a public building, except where conditions will permit otherwise.

Violations Bureaus

1. No violations bureau should be employed where it is possible for traffic cases to be disposed of in open court.

2. No case should be disposed of in the violations bureau without a formal signed plea of guilty and waiver of trial.

3. In cases where it is necessary to employ violations bureaus, such bureaus should not handle moving violations, but should be confined strictly to non-moving violations. Major traffic law infractions should never be handled in a violations bureau.

4. The schedule of fines employed in the violations bureau should be fixed by judicial order and must not be subject to alteration by the violations bureau clerk.

5. A violations bureau, when such is necessary, should be established only in conjunction with a court, and never as an adjunct to a police department or other public agency.

6. Assuming conformity with the recommended basis for violations bureau jurisdiction, the payment of fines by mail, properly safeguarded, is recommended.

7. The scale of fines assessed through the violations bureau should be on a par with that used by Judges in open court, and should be scaled higher for repeaters.

The Judges

1. A sound legal training and a suitable temperament for judicial work are not alone sufficient for the traffic judge. He should also be substantially trained in traffic policing and traffic engineering and should understand, generally, the problems of both the traffic police and the traffic engineer.

2. Traffic Judges should be selected on the basis of the largest political subdivision possible if election to office is the method of selection. It is not advisable to allow local authority to make such appointment.

3. The selection of alternates to the traffic judges should be safeguarded.

4. The long term assignment of a single traffic judge to the traffic bench is recommended; the rotation of judges on the traffic bench is disapproved.

5. Traffic judges should be supervised by a Chief Justice with regulatory powers.

6. It is advisable that traffic judges should be trained for the traffic bench work specially; this training may be received at schools already in existence for such purpose and such judges should be trained in the same classes with police officers and prosecutors in order that each may become familiar with the other's problems.

7. Traffic judges should make a conscientious effort, in the interest of traffic safety to cooperate with police, prosecutor and citizen, such cooperation, of course, to be confined entirely within the bounds of fairness to all accused violators.

Procedure

1. The personal appearance of the arresting officer, in court, is highly desirable, and in order to facilitate this, cases of arrest by any given officer should be made returnable on given days of the week.

2. The use of the driver's license in lieu of bail should be encouraged and the present statute dealing with this matter should be amended so as to facilitate such use, except in major violations.

3. Traffic cases should be docketed in a separate docket which should be kept in the Court Clerk's office.

4. It is recommended that a carbon copy of the bench record of dispositions of all cases be retained by the Trial Judge.

5. Each defendant should be treated as a single case regardless of the number of charges against him.

6. Appearance of each defendant should be enforced by the issuance and service of capiases.

7. The traffic court judge should be made solely responsible for the granting of continuances and postponements.

Appeals in Traffic Cases from Courts of Record

1. The method of review known as the trial de novo should be eliminated and cases should reach the Appellate Tribunal on a record of the proceedings below.

2. The appeal procedure as applied to appeals in traffic cases should be greatly simplified and made much less expensive than at present.

Conduct of the Traffic Court

1. There is a grave need for higher standards of decorum and procedure in the traffic courts.

Punishment

1. Flexible standards of fines are to be encouraged, and rigid schedules discouraged. It is not possible to do effective traffic court work where a rigid schedule of fines is followed.

2. The use of effective methods of punishment other than fines and sentence is encouraged.

3. A study should be made of the possibility of supplanting the traffic fine by a system of operator's license suspensions and revocations. Particular attention should be paid to the matter of "follow-up" to discover whether the suspension order is obeyed by the violator.

4. The traffic court should perform an educational function and should leave the violator with some understanding of the safety problem and the necessity of cooperation and traffic law observance.

5. The utilization of the traffic violators' school in conjunction with either the court or the police department is strongly urged.

6. Unless a behavior problem exists, juveniles should be handled in the traffic courts for traffic offenses.

The Fixing of Cases

1. Clerical procedure should be revised for the purpose of permitting audits, allocating responsibility, and providing checks on the handling of cases before they are tried.

2. The reduction of traffic charges should not be permitted by the courts except for good cause shown in open court.

3. The courts should hold police officers, prosecutors, or both strictly accountable for deliberate attempts to weaken the case against the defendant.

4. All traffic cases should be disposed of in open court after a hearing and no court should permit the entry of an order based upon agreement between prosecutor and defendant without hearing the evidence and being satisfied of the reasonbleness of such order.

Records

1. Police departments should furnish the traffic court with the traffic record of each violator, to be used only after the finding of guilty, for the purpose of assessing the punishment.

2. Driver's records should, for maximum effectiveness, be statewide and should be made available to the traffic courts by police departments.

3. The record on the reverse side of operator's and chauffeur's licenses required by Statute to be made by the Judge, Justice or Clerk of Court is insufficient. Each violation of a moving nature should be required to be noted, and the requirements of notation of violations which result in conviction should be strictly enforced. All Justices of the Peace should be emphatically instructed that they must make such notation upon conviction.

4. A revision of the Driver's License Law which would result in placing licenses in the hands of operators more quickly than at present is highly desirable. The possibility of local instead of centralized distribution should be examined.

5. No traffic case should be disposed of unless the operator's or chauffeur's license of the violator is available to the court. Postponement of trial of such cases until such license is available to the court is urged.

6. Bar Associations should interest themselves in the failure of judges and clerks to report convictions as required by the Statute.

The Justice of the Peace

Until such time as courts of record are provided for the trial of traffic cases, the following recommendations are made:

1. Minimum qualifications should be prescribed for candidates for the office of Justice of the Peace.

2. The basis governing the number and location of Justices of the Peace should be revised to allow the existence of a reasonable number of officers and an efficient distribution.

3. Adequate supervision and regular periodic inspections of all functioning Justice Courts should be provided for.

4. The fee system should be abolished and should be replaced by another means of compensation wholly independent of the decision in the case.

5. Fair and adequate salaries for the Justices of the Peace should be provided for.

6. Court Rooms should be furnished the Justices in the various localities.

7. Arresting officers should not have a choice as to which Justice Court the offender should be tried in. The practice of "shopping around" by the police for a sympathetic court should be eliminated.

8. Taxation of court costs should be eliminated.

9. All Justices should be obliged to account to a county or state office at least as often as monthly, reporting all monies received from the fines and forfeitures, and should be furnished with and required to keep satisfactory dockets, financial and other records.

The Prosecutor

The prosecutor, if he will, can make a most important and effective contribution to the cause of traffic safety, especially in the case where accidents are involved. The practice of going to trial without preparation, which is more or less usual, should be discouraged. The prosecutor should receive the same preliminary training as the traffic judge; he should understand something of traffic policing and traffic engineering, and should have a solid background in the fundamentals of the safety problem. The function of the prosecutor cannot wholly or partially be transferred to the police or to the courts without serious impairment of enforcement quality. The prosecutor should, especially in the traffic cases, control the bookings proposed by the police. Improper bookings made by the police who cannot ordinarily be expected to understand the technicalities of criminal procedure in the courts have all too often resulted in miscarriages of justice.

The prosecutor, in cooperation with the police and the court, should set up a sound system of pre-trial action which will assure proper case preparation and prevent improper dispositions. Such a system should involve:

1. The presentation of a case summary by the police to the prosecutor and his determination of the proper booking. A standard form should be provided which will acquaint the prosecutor with all available facts, testimony of the prosecution witnesses and possible defense tacts.

2. Availability of arresting officers for pre-trial preparation conference with the prosecutor.

3. Withdrawal of charges only if there is a clear lack of convincing evidence. There should be no "screening" process in the sense of pre-trial semi-judicial examination.

4. Follow-up by the prosecutor in the case of all bail forfeitures and vigorous action to prevent interference in cases by such tactics as removal of records or alteration of same, reduction of charges, influencing of witnesses, extraordinary postponements, out of court dispositions and other fixing methods.

His role in the court room is of no less importance. Upon him rests the responsibility of effective development of the prosecution's case by examination of witnesses and presentation of evidence. To be successful in his work he must understand the traffic laws, traffic policing and traffic engineering as well as the traffic police and at least as well as defense counsel. It must be recognized that some traffic cases are major criminal cases and he must exhibit the same skill as is necessary of prosecuting officers in those cases.

Additional Recommendations

Your Committee, recognizing that no public institution, or, for that matter, private either, can operate on a high level of public service without proper personnel who are intelligent, efficient and, above all, honorable, respectfully urges that the people of Illinois use care in selecting the personnel who are placed in control of the traffic courts and the prosecutor's offices. There are many more lives lost on our streets and highways by carelessness in the use of motor vehicles than by weapons in the hands of criminals. It has long been admitted that the rate of traffic accidents varies in inverse ratio to the rate of enforcement; that, while safety on our highways is primarily an educational matter, enforcement of the law plays a tremendous part in making these highways safe.

RECOMMENDATIONS

Subcommittee on Courts of the Enforcement Committee

The Subcommittee on Courts of the Enforcement Committee recommends that the villages, cities and the State of Illinois diligently inspect existing traffic court procedure and work toward its improvement. The traffic court plays an important part in the judicial structure of the State. Integrity, intelligence, courtesy and efficiency in the administration of our traffic courts, their physical appearance, the demeanor and conduct of the traffic court's officials and personnel, all play a far more vital part than is generally supposed in the solution of one of the State's greatest social problems—namely, keeping the streets and highways safe for motorists and pedestrians alike.

The Committee makes the following recommendations for the State of Illinois:

Traffic Courts

1. Traffic cases should be committed to courts of record only, and such additional courts of record for this purpose as may be necessary should be provided.

2. Establishment of a separate system of traffic courts recognizing county lines, if this is found not feasible then the traffic cases should be handled separate and apart from all other court business.

3. Taxation of costs separately from the fine should be eliminated and the fine assessed in one sum; if costs be included in this sum such costs should be limited to a reasonable sum.

4. Traffic court procedure with respect to appearance, facility, efficiency and high type personnel should be governed by two factors; the court's grave responsibility in the field of accident prevention and the fact that the majority of our citizens never see the Illinois judiciary in any other light.

Violations Bureaus

1. No violations bureau should be employed where it is possible for traffic cases to be disposed of in open court.

2. Where it is necessary to establish such a bureau the following recommendations should be considered in its establishment and operation:

a. No case should be disposed of without formal signed plea of guilty and waiver of trial.

b. Moving violations should not be handled by the violations bureau but be tried in open court.

c. The schedule of fines employed in the violations bureau should be fixed by judicial order and must not be subject to alteration by the violations bureau clerk.

d. The violations bureau should be established only in conjunction with a court, and never as an adjunct to a police department or other public agency.

e. The scale of fines assessed through the violations bureau should be on a par with that used by judges in open court, and should be scaled higher for repeaters.

3. A report of the National Committee on Traffic Law Enforcement submitted to the American Bar Association's Section of Judicial Administration, Section of Criminal Law and other interested agencies includes many worthwhile recommendations with respect to traffic violations bureaus. These recommendations, too lengthy to discuss here, should be fully adopted and with as little delay as possible.

The Judges

1. A sound legal training and a suitable temperament for judicial work are, alone, not sufficient for the traffic judge. He should also be substantially trained in traffic policing and traffic engineering and should understand, generally, the problems of both the traffic police and the traffic engineer.

2. The selection of alternates to the traffic judges should be safeguarded.

3. The long term assignment of a single traffic judge to the traffic bench is recommended; the rotation of judges on the traffic bench is disapproved.

4. Traffic judges should be supervised by a Chief Justice with regulatory powers.

5. Traffic Judges should make a conscious effort in the interest of traffic safety to cooperate with police, prosecutor and citizen, such cooperation, of course, to be confined entirely within the bounds of fairness to all accused violators.

General Recommendations

1. The method of review from courts of record known as the trial de novo should be eliminated and cases should reach the appellate tribunal on a record of the proceedings below.

2. Appeal procedure as applied to appeals in traffic cases should be greatly simplified and made less expensive than at present.

3. There is a grave need for higher standards of decorum and procedure in the traffic courts.

4. A study should be made of the possibility of supplanting the traffic fine by a system of operator's license suspensions and revocations. Particular attention should be paid to the matter of "follow up" to discover whether the suspension order is obeyed by the violator.

5. The traffic court should perform an educational function and should leave the violator with some understanding of the safety problem and the necessity of cooperation and traffic law observance.

6. The reduction of traffic charges should not be permitted by the courts except for good cause shown in open court.

7. The courts should hold police officers, prosecutors or both strictly accountable for deliberate attempts to weaken the case against the defendant.

8. All traffic cases should be disposed of in open court after a hearing and no court should permit the entry of an order based upon

agreement between prosecutor and defendant without hearing the evidence and being satisfied of the reasonableness of such order.

9. Minimum qualifications should be prescribed for candidates for the office of Justice of the Peace. The basis governing the number and location of Justices of the Peace should be revised to allow the existence of a reasonable number of officers and an efficient distribution.

10. Fair and adequate salaries for the Justices of the Peace should be provided and the fee system abolished.

11. All Justices of the Peace should be obliged to account to a county or state office at least monthly, reporting all monies received from fines and forfeitures, and should be furnished with and required to keep satisfactory dockets, financial and other records.

THE REPORT OF THE SUBCOMMITTEE ON POLICE

Presented by CAPTAIN EMERSON H. WESTWICK
of Illinois State Police

Objectives and Scope

Traffic law enforcement might appear, on superficial examination, to be a relatively simple operation. However, the planning and execution of EFFECTIVE enforcement are quite complex and difficult. This is due primarily to the unique nature and rapid development of the problems which created the need for this kind of enforcement and to the large proportion of society with which it must deal. Police, prosecutors, and judges have had to develop substantially new doctrines and techniques, with scant precedent afforded by other fields of law enforcement.

Gradually, through trial and error, study and research, methods of traffic law enforcement have been refined. Performance generally today is vastly superior to that of a few years ago. But much more improvement is needed before the potential value of enforcement can be adequately realized. Methods of already-proved value must be more universally and consistently applied; concurrently, techniques must be further refined.

This report is not primarily based on new research. It does not present revolutionary concepts or techniques. Rather, it is an exposition of enforcement practices of demonstrated soundness. The administration of traffic law enforcement by the villages, cities and the State in the terms herein recommended will produce substantial gains in traffic safety. In almost every instance the standards and methods herein recommended require further study, further improvement. But the more pressing need today is to achieve greater application of what we now know to be sound practice. This report is intended to encourage and guide enforcement officials to the attainment of this objective.

The report deals with one of the primary agencies of enforcement—Police. After an analysis of the mission, value, and basic requirements of this phase of enforcement, it presents recommendations relative to this agency. These recommendations deal primarily with organization, personnel, policies, and techniques.

Mission of Enforcement

Development and administration of an effective enforcement program must be predicated on a clear, sound comprehension of its mission. Many programs have been largely ineffectual and have

neither merited nor received public support because of incomplete and/or unsound concepts of their purpose. Unless enforcement officers know what enforcement can and should accomplish, their efforts will fail.

The basic purpose of traffic law enforcement is to encourage voluntary law observance by all drivers and pedestrians; that is, to develop the self-discipline in the public which is requisite to orderly and safe use of streets and highways. This purpose is achieved by the creation of an adequate deterrent to violations. Insofar as individuals are not deterred from dangerous, illegal conduct by other factors—fear of accidents, sense of social responsibility, pride in safe, skillful driving, etc.,—enforcement must be employed.

This means that enforcement must involve the frequent apprehension and proper punishment of violators. Unless enforcement means this, it cannot have the necessary deterrent effect. This does not imply, however, that the very purpose of enforcement is punishment, or that it serves its deterrent purpose only in terms of those violators who are apprehended and punished. Much more important than the effect on those relatively few who are apprehended is the effect on the many more potential violators who thereby learn that enforcement is in fact operative—that traffic laws cannot be violated habitually with impunity.

Nor does this concept of enforcement ignore or deny its equally important educational mission. The very presence of traffic patrols on roads and warnings and admonitions given all exert a beneficial influence. These serve as constant reminders of the need for alert, careful, and law-observant conduct and provide specific, highly effective education. Traffic judges can and should likewise educate violators in a positive sense as well as employing disciplinary action as a deterrent.

Enforcement thus involves all means for encouragement of voluntary law observance which relate directly to the supervision of traffic and corrective treatment of observed violators. It best fulfills its mission to the degree that the greatest gains are made with the least punitive action. However, this concept must not obscure the fact that undue leniency will defeat the purpose of enforcement. A certain degree of reasonable, yet firm, disciplinary action—apprehension and punishment—is necessary to give real meaning and effect to the important preventive and educational aspects of enforcement activities.

Need for Enforcement

The need for traffic law enforcement is forcefully indicated by reliable data on the large proportion of traffic accidents caused by careless and reckless acts which are law violations. National Safety Council reports on seventeen States for 1945 indicate that

a driver violation was involved in 83 per cent of all reported accidents.

Enforcement alone cannot prevent all accidents; neither should it alone be employed in seeking to eliminate violations causing accidents. Education is also a powerful means of encouraging law observance; sound engineering facilitates observance and eliminates the possibilitiy of commission of certain unsafe practices. But enforcement must supplement them to assure an effective program. All three methods are necessary—and mutually dependent for full effectiveness.

Further, the need for enforcement of laws is a recognized principle of government. In the traffic field as in all others where individual behavior must be regulated in the interest of the common welfare and security, both laws and law are necessary.

Value of Enforcement

The value of enforcement lies in its already-indicated deterrent effect. Insofar as other factors fail to prompt all persons to observe traffic laws voluntarily, enforcement must operate to remind them of their obligation and compel observance. In addition to specific day-by-day control, enforcement produces, over a period of time, more widespread voluntary law observance. It gradually induces good habits by consistently demanding the conduct which forms their basis.

The record amply supports this abstract statement of enforcement's value. Study of accident and enforcement trends in any city or state over a substantial period indicates a definite correlation between the two. When enforcement is improved and increased, accidents decrease; the converse is equally true.

Enforcement, as already suggested, has value also as a support for educational and engineering measures. Being, to a degree, educational in its own effect, it is a valuable extension of mass educational efforts. By encouraging and compelling compliance with traffic regulations it helps to assure the effectiveness of those engineering measures that are not self-enforcing.

More general in its implications, but no less important, is the broad social benefit accruing from good traffic law enforcement. Here is democratic government at work in a specific way that touches the life of, and can be comprehended by, almost every citizen. Insofar as it is efficient, equitable, and reasonable, it can do much to encourage general respect for our institutions of law and government and to enhance public appreciation of democratic institutions. Conversely, inefficiency and corruption in this field will destroy public confidence and corrupt public morals.

It must be emphasized, in conclusion, that the indicated values of enforcement exists only when such enforcement is of adequate QUALITY. Inadequate enforcement, in terms of failure to meet

the standards herein recommended, cannot be expected to produce results. Enforcement today is too often ineffectual because of poor quality; not, as some have erroneously assumed, because it is fundamentally ineffectual as a means of traffic accident prevention. Good enforcement will prevent accidents. Some communities and States have demonstrated this. Substantial improvement in traffic safety awaits, in large measure, more widespread application of good enforcement.

Present Enforcement Situation

As previously indicated, enforcement has thus far failed to exert its potential effect because of generally inadequate quality and quantity. This is not intended as an indictment of the enforcement agencies of all jurisdictions, or as evidence of extreme pessimism regarding the situation today. On the contrary, there are many bright spots. Many cities and States are doing an outstanding job of enforcement. Moreover, all the weaknesses cited below do not exist in all places where enforcement performance is substandard, and the causes of weakness likewise vary greatly.

This analysis, rather, presents a cross-section of the State situation. In these terms, it is unfortunately true. But the many exceptions to the general situation constitute proof of both the value of good enforcement and the possibility of securing it.

Existing weaknesses may be summarized as follows:

1. Lack of sound, uniform policies in enforcement administration.
2. Lack of selectivity in the direction of enforcement efforts.
3. Inadequate enforcement activity by police.
4. Lack of aggressive, proper prosecution of traffic violators.
5. Improper disposition of traffic cases.
6. Inadequate penalties and failures of courts to perform their corrective function in an educational as well as disciplinary manner.

The causes of these weaknesses are varied and not always superficially apparent. A particular deficiency may be due to one or several factors. It may or may not be caused by remedial weaknesses in the agency in which it exists. Both the weaknesses of enforcement and their causes can be determined in a particular jurisdiction only by thorough, factual study. Predominant causes may be summarized as follows:

1. Inadequate personnel and facilities in enforcement agencies.
2. Unsound organization of enforcement agencies.
3. Unqualified public officials and official indifference.
4. Lack of knowledge of the problem.
5. Lack of proper training of the personnel of enforcement agencies.

6. Political interference with enforcement administration.
7. Lack of adequate, reliable accident data, caused by inadequate records system or because of poor reporting and investigation, on which to base enforcement programs, or failure to use such data effectively.

Obtaining Effective Enforcement

The aforegoing summary of enforcement weaknesses and their causes indicates the obstacles to be removed to derive the potential benefits of enforcement. Their removal is not always a simple matter, but it is possible of accomplishment. It demands intelligent, courageous and aggressive action. Above all, it demands CONTINUING Action.

The first requisite is proper recognition by public officials and public alike, of the mission, need for, and value of good enforcement. To this must be added an appreciation of what constitutes good enforcement. To secure good enforcement, it then is necessary to:

1. Select and train enforcement personnel in such manner as assures a thorough knowledge of and interest in the problem, technical skill in the planning and execution of enforcement operations, and personal qualifications essential to honest, aggressive performance.
2. Provide adequate personnel and facilities for the administration of enforcement programs.
3. Establish sound organizational plans and procedures for the efficient administration of enforcement by each of the responsible agencies and their effective coordination with each other.
4. Eliminate all forms of corruption, special privilege, and political interference with the proper administration of traffic justice.
5. Adequately compensate the personnel of all police departments to assure efficient operation and sound administrative organization and direction. If these things are done, good enforcement becomes possible. Its benefits then accrue provided it is administered on a continuing basis and at an adequate level.

Responsibility for Enforcement

Responsibility for providing the requisites of good enforcement and for actual administration of the enforcement program lies with many agencies. Broadly, it is a responsibility shared by enforcement agencies and all other public officials and governmental agencies that control or influence traffic regulations, enforcement policies, and the facilities provided to execute the enforcement program.

There exists also an important public responsibility actively and intelligently to demand and support good traffic law enforcement.

More narrowly and specifically, responsibility for enforcement rests with three agencies: Police, prosecutors, and courts. The police are responsible for supervising traffic, warning minor offenders, and

initiating prosecution of major offenders. Prosecutors are responsible for coordinating and directing the prosecution of offenders in all warranted cases. Courts are responsible for assuring, in the final analysis, that an adequate violation deterrent is created by taking appropriate disciplinary and educational action in all cases where the evidence so warrants.

All three of these agencies must perform well to assure good enforcement. Inadequate performance by any one of them nullifies the efforts of the others. They must all not only perform well in their own particular spheres of activity, but must coordinate their operations into a unified enforcement program. This is quite feasible and proper without any loss of the basic autonomy of each and without in any manner jeopardizing the reasonable and impartial administration of justice. Coordination is also highly desirable among the various police agencies—State, County and Municipal—in Illinois.

Beyond this, enforcement agencies may properly be charged with the responsibility for seeking elimination of handicaps to their efficient performance even though they have no direct power of responsibility for effecting remedies. There may be handicaps that enforcement agencies themselves cannot eliminate or secure the elimination of, but there cannot exist any justification for their failure to seek by all proper means to overcome all handicaps.

Each agency should first perform as well as possible within the limits imposed by its authority and facilities. Then it should seek to break down the obstacles to better performance. Thus, if the police have inadequate personnel, they should first assure efficient use of and performance by, their available personnel and then seek more manpower. It is equally bad to seek more personnel before doing all possible with the available strength, or to excuse poor performance on grounds of lack of personnel without seeking more. Similarly, they should not resignedly blame a poor enforcement situation on "lack of court support", but should actively seek court improvement—after assuring that their own policies and court work are above reproach.

Finally, enforcement agencies must intelligently and actively seek to develop public support for their programs. The need for public support is universally recognized. Not so are the need for and techniques of official action to develop it.

The first requisite is, of course, a good enforcement program. No public relations activity can be expected to bear fruit if it does not offer a program worthy of support. But even a sound program may fail of support unless it is actively sought. Such activity is a legitimate function of official agencies as long as the facts are accurately represented to the public and the sole objective is to secure the support necessary to development and execution of a good program.

The need for public relations activity is particularly important in the case of the police. Their operations involve the greatest danger of a hostile public reaction; their requirements for more effective performance depend most critically on public support; and public

support of police enforcement activity will inevitably have a valuable carry-over to the other enforcement agencies.

The public relations program should encompass:

1. Elimination of enforcement policies and techniques that cause public resentment and are not essential to effective performance.
2. Maintenance of standards of conduct, appearance, and procedure that create a favorable public reaction.
3. Education of the public on the seriousness of the traffic accident problem and the need for careful, law-observant driving and walking.
4. Education of the public on the purpose of and need for enforcement, as administered.
5. Publicizing of gains in accident prevention made by enforcement.

Recommended Action Program

Thus far this report has dealt with the broad aspects of traffic law enforcement. Its purpose, value and general requirements for effectiveness have been indicated. The need for good enforcement has been stressed. The balance of the report will deal in specific terms with the essential elements and standard of good enforcement. These are not theoretical or unattainably high standards, but thoroughly practicable principles and procedures which progressive police, prosecutors and judges have already adopted in large measure.

The Police

ORGANIZATION: First requisite of a sound enforcement program by the police is a sound plan of organization. The growth of traffic problems and traffic law enforcement requirements has introduced a new, major phase of police operations demanding adaptation of organization as well as of policy, procedure, and technique. The particular requirements of traffic control make it impracticable merely to add this operation to the other supervisory, investigative, and enforcement functions of the police. The organizational plan of a police department must assure that adequate attention is given to traffic law enforcement, that control be flexible, and that especially qualified personnel be charged with the major share of planning, directing and executing the enforcement program.

Provision of these assurances requires application of the principle of specialization. That is, except as modified hereinafter, a special traffic unit should be created, on a par in the organizational structure with other major functional units of the department. The head of the unit should be directly responsible to the department head for planning and supervision of the traffic program. Under his command

should be grouped all specialized sub-units for performance of essential traffic functions: Accident investigation squads, motorized traffic patrols, traffic-flow regulation, and parking control officers, safety education personnel and traffic analysts.

This does not mean, however, that execution of the traffic law enforcement program should be the EXCLUSIVE responsibility of the police officers assigned to the traffic unit. This would be unwise over-specialization. It could not be justified in principle nor would it, in fact, produce adequate enforcement effort without establishing the size of the unit at a disproportionate and inefficient level.

Rather, application of the principle of organizational specialization is intended to provide an especially qualified and highly flexible force to supplement the basic traffic law enforcement work which all uniformed police should perform insofar as warranted and possible. Thereby the special characteristics of traffic problems can receive the special attention necessary. For example, in the average city the accident frequency curve varies widely over the 24 hours of the day; variations do not usually parallel those in other demands for police service. It is thus impracticable to seek to proportion the general police strength to traffic requirements; however, special traffic patrols can be assigned with particular reference to peak demands, thereby providing the necessary augmentation of effort when most needed. The same is true in terms of high-accident locations.

Availability of a certain number of special traffic officers has other merits. It permits selection of those officers best qualified by temperament, appearance, and interest for performance of a large share of traffic law enforcement activity. Such officers would, of course, also perform other police duties, as required. It also gives a greater assurance of the continuity of a certain minimum level of enforcement even though other demands for police service may at certain times sharply curtail the enforcement activity of other police personnel.

Practical considerations will of course influence the degree of specialization that is feasible and desirable. Thus in very small communities there may be insufficient traffic to warrant full-time assignments of officers to traffic duty. Likewise, in the State police department limited personnel strength and the variety of duties make such specialization generally impracticable.

In the light of the above-expressed desirability of specialization and the qualifications and limitations thereof, the following is recommended:

CITIES: A special traffic unit should be established whenever traffic duties require the equivalent of the full-time services of several men. The head of this unit should plan the traffic program, under direction of the head of the department, and should command specialized personnel engaged in traffic functions. Other uniformed personnel should also perform traffic law enforcement duty as required. Such a plan or organization is normally desirable in smaller communities.

STATE: The State Police Department cannot, because of personnel limitations, practice specialization to the same degree as can cities. All patrolmen must normally perform all police functions. However, certain aspects of specialization can still be adopted. So it is desirable that a headquarters traffic unit be established. With a relatively small personnel strength, this unit can render effective staff service to the department head by performing analytical and planning functions to guide the enforcement program of the entire department. This unit in Illinois would receive the accident record cards from the Division of Highways and conduct analytical studies and submit factual reports to the Department, with additional information made available to city departments. Such a unit assures more thorough, competent, and uniform planning than would otherwise exist. In addition, specialization can be practiced to a degree in principle if commanding officers assign men with the greatest aptitude and proficiency to handle specific traffic control problems and cases.

Closely related to the matter of organizational structure is that of personnel strength. Obviously, adequate enforcement can only be secured by an adequate number of police, regardless of how sound the enforcement plan and how favorable the circumstances in all other respects.

Unfortunately, most police agencies are presently undermanned. More police are, therefore, a widespread requisite of better traffic law enforcement to assure more adequate police service and protection.

At the same time, it is frequently true that available police personnel are not utilized most efficiently. This condition may arise from one or more of a number of factors, including poor organization, dissipation of strength on non-essential assignments, lack of adequate supervision, and others. The fault does not necessarily lie with the police department itself. Each case requires individual and thorough study.

Because of the variety of relevant factors, it is difficult to state precise formulas for police personnel requirements. As a general rule, cities require as a minimum approximately four traffic officers, or the equivalent of four full-time traffic officers, per 10,000 population. This number is properly subject to some variation with the size of and conditions in the city. This ratio further presupposes a reasonably adequate total police strength, generally reckoned at about two per 1,000 population. The ratio may, moreover, be gradually adjusted downward as the non-traffic uniformed police perform a greater share of the enforcement function. In most cities their contribution is almost neglible today, however.

In a State police department, for reasons already suggested, no required personnel formula can be predicated on traffic demands alone. Even in terms of all police services it is very difficult—much more so than in the case of cities— to arrive at a reliable formula, because of the great variation in such pertinent factors as highway mileage, traffic volumes, geography, extent of urban development, functions charged to the state police, and others. Each state must

be individually studied. However, it can be stated positively that all State Police and highway patrol units are at present undermanned, most of them to a very critical degree. The following quotation strikingly emphasizes this: "—— Pennsylvania alone has a force materially in excess of a thousand men ——. Several States have forces of less than fifty men, with the grand total for all State units running only slightly over 10,000, twenty-five per cent of whom are departmental employees without police authority———."

In order to increase the personnel of the Illinois State Police and all other departments of traffic enforcement to a point where it meets the recommendations suggested by the International Association of Chiefs of Police, it is resolved that the Legislative Committee of the General Assembly be requested to investigate the possibility of a diversion of the Gas Tax Funds now collected by the State of Illinois and returns to the counties and municipalities be liberalized in such a way that a portion of these Gas Tax Funds may be used for the purpose of paying the salaries of men employed in the Traffic Departments and for the purpose of increasing the personnel of all law enforcement agencies engaged in traffic policing.

The first requisite is proper personnel selection. This relates both to the original appointment of police candidates and to special assignments to traffic duty. Selection processes must assure to the greatest degree possible that the men who are charged with traffic control are well qualified in terms of health and physique, intelligence, judgment, aptitude, interest, and character. A basically sound original selection process in the department will, of course, give substantial assurance of good men for traffic duty, but this process alone is not necessarily wholly adequate. Just as all policemen do not make good detectives, so all do not make good traffic officers. The special characteristics of the work, notably the necessity for dealing effectively with all types of individuals and for doing an educational as well as disciplinary job, require special aptitudes. The values of specialization are enhanced to the degree that this is recognized in making assignments.

Equally thorough attention is necessary to selection of commanding officers with traffic responsibilities. Such men must possess not only the attributes of a good traffic patrolman, but, even more important, the qualities of a leader and administrator. They must be able to plan a program, commend it to others, and assure its proper execution. To secure such men promotion must be on merit alone and promotional examinations must be valid tests of the degree to which candidates possess the essential qualifications.

The second requisite for good personnel is proper training. Performance of traffic duty requires the acquisition of much special knowledge and skill. Not all of this can be acquired by experience alone. Neither can it be expected that basic police training will deal adequately with the special requirements of traffic duty.

Adequate time must therefore be devoted to traffic instruction in all recruiting and general refresher courses. Traffic officers should receive supplementary training in their special fields of activity. Special courses should be conducted for commanding officers; attendance of such officers at suitable regional schools is also desirable.

Training should impart four important things to the police officer:

1. A thorough understanding of the traffic problem, its causes, and remedial measures—especially in terms of police functions;
2. Knowledge and skill essential to proper and uniform performance of traffic duties;
3. Realization of the police role and the proper attitude of the police officer in traffic control; and
4. Active interest in the effective performance of traffic duty.

RECOMMENDATION: It is recommended that the Illinois State Police and other traffic police departments be reorganized under a civil service and/or merit system to assure the continued availability of high type personnel, thus encouraging intelligent, impartial enforcement of all traffic regulations.

ADMINISTRATION: The quality of administration largely determines the quality of the traffic police program, as has already been emphasized in the discussion of selection and training of commanding officers. The traffic executive must possess the attributes of a leader and must have a sound concept of his role. This role, in its fullest concept, includes the planning of operations, their coordination with other traffic control and other police activities, the development of official and public support, the supervision of execution of plans, and the evaluation of performance and results.

The traffic administrator must, moreover, be given adequate support from above. He should be given authority commensurate with his responsibility, should be protected from improper outside pressure and interference, and should be encouraged to use his ingenuity and initiative in developing new techniques.

Thus qualified and positioned, the administrator can largely assure an effective enforcement program in terms of those qualities stressed in the following pages: Sound policies, adequate activity, selectivity, and effective tactics.

POLICIES: Some variations from the "letter of the law" in the enforcement of traffic regulations are inevitable. They are desirable in the interest of reasonableness. It is important, however, that the enforcement policies which represent such variations be sound in principle and uniform in application. Undue leniency or lack of uniformity in the interpretation of traffic laws by enforcement agencies will obviously weaken the enforcement program. It must be remembered that in general the public tends to observe the ENFORCED, rather than the WRITTEN, law.

These policies are warranted only insofar as the letter of the law does not permit, for practical reasons, literal interpretation and application or when such would be unduly restrictive without a significant increase in safety. They should represent a fine balance between the demands of reasonableness and effectiveness insofar as such is not provided by the law itself. Obviously, such policies, as administrative measures to compensate for defects of legislation, are not basically preferable to the right kind of legislation. Better laws are the ultimately desirable solution and great progress has already been made in this direction. But pending further reform, where necessary this administrative device is warranted; moreover, in some respects such policies will always be necessary because of the practical impossibility of drafting laws which can foresee every contingency and be capable of constant, uniform, and literal application.

Assurance of sound policies lies primarily in the control of their formulation on an administrative level. Only thus is it possible to consider all factors bearing on their proper formulation and to promote uniformity. If the interpretation of traffic laws is left to the discretion of individual officers, loss of quality and uniformity is inevitable. This does not mean that no discretion should be allowed the individual officer. However, such discretion should operate only within the bounds indicated by general departmental policy and the soundness of officers' decisions should be safeguarded by proper training and supervision.

Policy formation is not only a matter of police concern. The attitudes of prosecutors and judges are obviously of equal significance in determining the kind of enforcement secured. It is essential that all three enforcement agencies coordinate their thinking and planning, and agree on major issues of policy.

Precise definition of policies is necessarily a matter for action within each jurisdiction. However, general guides can be given to indicate, by example, what is regarded as sound policy in the sense of a proper balance between reasonableness and effectiveness. The following recommendations on some selected major issues are made to this end.

1. BASIS OF ENFORCEMENT ACTION: While arrest for every violation of the "letter of the law," no matter how slight or under what circumstances, is not generally warranted or desirable, it is necessary to avoid excessively liberal tolerances or undue consideration of frivolous excuses. Likewise, action should not be restricted only to cases involving intentional or extremely hazardous violations. The intent of traffic regulations is to prevent acts which are so potentially hazardous, which so frequently do result in accidents, that their commission must be prevented at all times. Enforcement practices must not depart too far from this concept in applying reasonable interpretations of regulations, lest an inadequate deterrent to unsafe acts results.

2. WARNINGS: Warnings are a valuable and important part of the enforcement program. However, warnings should not be used to the point of exclusion of more severe action when such is warranted by the violation committed. Warnings are particularly useful for relatively minor and borderline offenses. They are also useful as an initial measure in the educational activity which should always precede the enforcement of new regulations. They not only provide a reasonable means for dealing with such offenses, but also provide a desirable increase in the total number of police contacts with drivers, with resultant educational and public relations benefits. While verbal admonitions properly given have some merit and may be used when no further action is warranted or feasible, the warning system is most effective when it involves the use of written warning tickets, maintenance of records thereof, and action against repeaters. For maximum effectiveness, warning issuance records should be State-wide.

3. VEHICLE SAFETY EQUIPMENT DEFECTS: The aim of enforcement should be both to secure correction of observed defects and to create a general deterrent to neglect of conditions of equipment. Policy should therefore involve:

a. Arrests and required proof of correction in the case of serious defects where deliberate neglect is obvious;

b. Written warnings and required proof of correction in the case of minor defects of which drivers may not be aware or have lacked opportunity to have corrected.

This action is an effective supplement to an official compulsory vehicle-inspection system. Where the latter exists, proof of correction should be required through inspection stations.

4. NON-RESIDENTS: Special leniency for non-resident violators is unwarranted in the case of violations of laws that are basically similar in all jurisdictions and the commission of which demonstrates lack of normally prudent operation. Written warnings are appropriate, however, for the violation of purely local regulations with which the non-resident may be presumed to be unfamiliar.

5. SPECIAL GROUPS: No particular group or class of drivers should be treated either more leniently or more severely than others. Violations are equally hazardous regardless of who commits them. An important application of this policy is the requirement of law observance by all drivers of government-owned vehicles. (Except, of course, as "violation" of particular regulations is legally permitted emergency vehicles in bonafide emergencies.)

6. PEDESTRIANS: Enforcement can and should be employed along with education and engineering to reduce pedestrian accidents, although greater gains are possible through the latter approaches. Enforcement capabilities are limited by lack of legislation prohibiting many unsafe pedestrian actions and by unavailability of police

personnel for widespread attention to pedestrian actions. However, selective enforcement of pedestrian regulations is desirable. That is, laws governing pedestrians should be enforced in high-accident zones and at locations where pedestrian violations cause serious interference with vehicular traffic flow. Beyond this, the police should participate fully in pedestrian educational activity.

7. VIOLATORS IN ACCIDENTS: Of all traffic violators, those against whom enforcement action is most warranted and necessary are the ones whose violations actually result in accidents. Too often these escape disciplining because of lack of action by both police and victims. Criminal as well as civil responsibility of these violators must be recognized. The police should initiate prosecution whenever the evidence warrants, rather than leaving action to victims, as the latter are too often unwilling to prosecute. Adjustment of civil claims, injury or damage suffered by the violator, or the degree of severity of the accident should not influence the enforcement action. To make effective prosecution possible in the greatest number of warranted cases, specially trained and equipped accident investigation squads should be established and should investigate all possible reported accidents at the scene.

8. GRADE CROSSINGS: Regulations governing motor vehicles at railroad grade crossings should be enforced in the same manner as those relating to street intersections where control devices are installed.

Amount of Enforcement

Enforcement action, in terms of quantity, must be exerted to that degree which produces maximum results in terms of increased law observance and decreased accidents. Obviously, too little enforcement will fail to create the desired deterrent effect.

The amount of enforcement that is adequate necessarily varies from place to place. Differing conditions require different levels to achieve the same gains. Each jurisdiction must analyze its own situation and study its records to determine at what point maximum results accrue. Because various accident prevention measures other than enforcement also influence the accident rate, studies must seek to evaluate just how much accident reduction is properly attributable to enforcement. One desirable means to this end is the making of periodic law-observance studies.

Most important in measuring enforcement quantity is to remember that quantity is truly significant only insofar as quality is high. For this reason only CONVICTIONS WITH PENALTY FOR HAZARDOUS VIOLATIONS should be measured in terms of the bearing on the accident rate: Driving while under the influence of liquor, excessive speed, improper passing, violation of signs and signals, and others as indicated by local accident data. This definition indicates the need for high quality performance not only by the police but also by prosecutors, judges and driver license authorities.

On the police side, many factors will influence the amount of good enforcement secured. Personnel strength is of course a basic limiting factor; the primary argument for personnel augmentation is factual proof of incapacity to achieve adequacy in enforcement with available manpower. However, most police agencies can do much to raise the level of enforcement with AVAILABLE facilities. Good training, adequate supervision, selective assignments, and other measures can accomplish much and represent the first steps to be taken.

Conversely, there are certain highly undesirable practices which must not be employed as stimulants to enforcement effort. Among these the following three are the most pernicious:

1. ARREST QUOTAS: Police officers should not be assigned "arrest quotas" or given any concept of a certain amount of performance, in terms of violators apprehended, as being "adequate". Such a system is wholly without logical foundation and destroys enforcement quality and effectiveness.

2. SPORADIC CAMPAIGNS: Enforcement efforts must be exerted in a sustained, consistent basis at all times. Alternating periods of inactivity and enforcement "drives" are ineffective. However, this does not mean that special emphasis on particular violations, times and locations is unwarranted. This latter is "selective enforcement." As indicated subsequently herein, it vastly differs from the unsound "campaign" technique.

3. CONCENTRATION ON "EASY ARRESTS": A high level of enforcement quantity achieved by excessive concentration on certain types of relatively minor and non-hazardous violations will not produce substantial accident reduction. This practice ignores the precept that quantity and quality are inseparable. Enforcement will reduce accidents only insofar as it reduces the violations that cause accidents.

Assignments

A major element of the quality of enforcement is its SELECTIVITY, that is, the degree to which enforcement effort is directed at specific violations, times, and locations in proportion to their significance in the accident experience. SELECTIVE enforcement is not only logical and efficient, it is a necessity. Police manpower is so limited that it is impossible to give equal and adequate attention to all times and places. Efforts must be, to some degree, concentrated on certain phases of the problem; the only sound basis for determining such concentration is the accident experience.

In general, a selective assignment plan involves matching the distribution of accidents as to time, place and violation, and the distribution of enforcement effort. Thus, in principle a road on which 25 per cent of the accidents happen should receive 25 per cent of the available patrol supervision and enforcement activity. However, the extent of such proportioning may be limited by demands for special concentration of effort, particularly if manpower is extremely

limited or most of the accidents are relatively concentrated while a small balance are widely scattered. Conversely, the error of over-concentration must be avoided, lest too large a proportion of the problem be neglected. Sound analysis of accident records and of enforcement performance will indicate the degree of concentration warranted and ensure avoidance of extreme errors in the distribution of effort.

Enforcement activity should be directed at those types of accidents most susceptible to prevention by enforcement; that is, those attributable to specific, known traffic violations which enforcement can reduce. This demands proper accident analysis and the effective coordination of the enforcement program with educational and engineering programs and with the important driver control operations of the license authorities.

The basis for selective enforcement lies in the valid assumption that the future accident experience may be predicated with reasonable accuracy by study of the past experience. This assumption holds true, of course, only if conditions remain essentially the same. Analysis must therefore be frequent and thorough, taking into account all factors likely to influence the future accident experience. As a general rule, studies as a basis for assignments should be made monthly. The past experience to be studied will necessarily vary. The longer the period studied, the greater the volume of accident data available, but the greater, also, the danger of forecasting errors. In general a valid planning basis is provided by study of from one to three months' past accident experience, supplemented, to detect seasonal changes, by study of the experience in the period in question in the preceding year. The latter data, however, will be unreliable if conditions have changed substantially.

It is necessary that actual enforcement effort, and not just the plan, be truly selective. To check this, analysis should also be made of enforcement records monthly; these will indicate to what extent performance, in terms of warnings, arrests, and patrol activity, match the accident experience in terms of relative importance of violations, times, and locations.

In cities, selective enforcement planning should be performed by the traffic division. Specific assignments should be developed for traffic patrols and information bulletins should be provided to other uniformed units as a basis for guiding their traffic activity. In State departments, the headquarters traffic unit should do the broad, Statewide, analysis as a basis for personnel distribution and determination of problems to be emphasized. Each district or post headquarters in the field, should do local analysis as a basis for selective assignment of, and performance by, individual patrols.

Adequacy of patrol supervision is an important corollary of selectivity. As already emphasized, enforcement must be characterized by sufficiency of both quantity and quality. While the technique of selectivity helps to compensate for inadequate personnel, it is still necessary to maintain maximum possible patrol strength to assure

adequate supervision. Moreover, the greater the available patrol strength, the greater the possibility of proportioning efforts to problems.

The police may not be able to obtain increased manpower, but they can often obtain its equivalent by efficient use of available personnel. One of the greatest handicaps to maintenance of adequate and selective patrols is the frequently high proportion of traffic patrol man-hours that are diverted to various kinds of special details. Chief among these are weddings, funerals, dignitary escorts, and special events of other types. There is probably an irreducible minimum, but much of the time now devoted to these can be saved. Available means for their reduction include the elimination of the unwarranted or least warranted ones, reduction in the number of men used on particular details, and use of personnel other than motorized traffic patrols insofar as possible. Another type of duty that reduces traffic patrol strength is school crossing protection. Such protection is a necessity and a proper and essential police service, but it can often be adequately rendered with a decreased use of traffic patrol personnel. More extensive use of school safety patrols, civilian guards, and other suitable measures will often release police personnel from locations where protection is needed but not necessarily by assignment of traffic officers.

Such measures provide not only more patrol strength, but also enhance the possibilities of selectivity. For example, special details may not consume a great amount of time but they may none-the-less require the assignment of men to day time duty who are more urgently needed for night patrol to combat the peak accident experience in terms of both volume and severity.

Police agencies must face the facts realistically, and must have the support of public officials and the general public. There are not enough police available for fully adequate traffic control and various special services of little or no general public concern. Available personnel must therefore be used on the work of primary importance. If any functions are to be ruled out, reduced, or given low priority, they must not be those relating directly to maintenance of public safety.

Tactics

Methods of patrol, traffic supervision, and violator detection, apprehension and handling have an important bearing on enforcement effectiveness. Sound practices must be followed in this regard. Tactics employed should be based upon full consideration of the mission of enforcement, efficient use of facilities, safety of police personnel, and public relations.

The following paragraphs present recommendations on some principal issues in this phase of enforcement procedure.

1. THE PATROL UNIT: One-man traffic patrols are desirable in the interests of securing maximum coverage with available personnel.

Local conditions may sometimes require use of two-man patrols, but such should be limited to instances of demonstrated need in the interests of effective performance and safety of personnel.

2. PATROL VEHICLES: Both automobiles and motorcycles have relative advantages for traffic patrol duty, in terms of the pertinent elements of safety, maneuverability, utility, and cost. Neither may be said to be universally preferable. The choice depends on local requirements as determined largely by road, weather, and traffic conditions and by duties to be performed. In general, experience has shown the desirability of employing a traffic patrol fleet including both types of vehicles, with each used where its particular merits enhance the quality of performance.

3. VEHICLE CONSPICUOUSNESS: The use of automobiles for traffic patrol poses the question of the desirable degree of conspicuousness of identification markings. There is a wide range of possibilities, from a completely unmarked vehicle to one conspicuously identified by distinctive color, markings, and accessories. The choice in each case should be predicated solely on the extent to which a particular type will assure accomplishment of the mission of enforcement; encouragement of law observance by educational and disciplinary action. This in turn relates closely to the strength of available manpower. Recognizing that the very presence of police on patrol has a deterrent effect on potential violators, conspicuousness of patrols would seem desirable. This is true, however, only if patrol strength is great enough to assure frequent sight of a patrol by motorists. If such is not the case, then little deterrent effect is produced by this means. Moreover, the willful type of violator, who tends to observe the law only when under direct police supervision, is more apt to violate if such supervision is slight and he is easily able to see a patrol approaching. To offset the handicap of very limited patrol supervision, it becomes necessary to employ less-conspicuous vehicles in order that a deterrent effect may be created which will operate favorably upon the willful violator even when he is not under direct supervision. However, extremes of inconspicuousness are undesirable. It is therefore recommended that where very heavy patrol supervision is possible, quite conspicuous cars be used. Where such is not the case, as is unfortunately generally true today, cars should only be distinctively marked for ready identification from the sides at relative close range. These recommendations apply only to police vehicles habitually used primarily for traffic patrol.

4. PATROL TECHNIQUE: The issue as between open patroling and various forms of "non-obvious" supervision, such as parking on a side street, is essentially the same as that discussed above in the matter of vehicle conspicuousness. The desirable amounts of obvious, conspicuous patrol supervision and of more or less non-obvious supervision depend primarily on the available patrol strength. The former is basically preferable but is effective only to the extent that presence of police deters violators adequately.

If it is inadequate, then the deterrent effect of a general sense of supervision must be created by a degree of non-obvious supervision. However, extremes in the employment of the latter are undesirable, both as to amount and type. Officers should generally combine open patrol and non-obvious supervision by dividing their time between cruising their assigned road or area and parking near high accident intersections to observe traffic conformance. Such parking should be on roads and in the open where the patrol will be visible to any alert and prudent driver who is not traveling at excessive speed.

5. SPECIAL CHECKS: Limited use of the technique of stopping cars to check for non-obvious violations is an effective enforcement technique. It provides greater control over such violations as failure to have an operator's license, defective safety equipment, driving while under the influence of liquor, and some others which often go undetected to a large degree unless a vehicle is stopped for some other violation or is involved in an accident. Such checks uncover many such violations and thereby create a more effective deterrent to their commission than otherwise exists. However, such checks must not be employed indiscriminately lest they consume officers' time, engender public resentment, and interfere with traffic flow to a degree out of proportion to their positive safety value. Thus it is undersirable to establish check points for all vehicles on a heavily travelled street or highway, or to have patrol officers merely stop cars at random for checking. Rather, the technique should be employed only on a well-organized and highly selective basis. For example, it would be warranted late at night on a road where numerous intoxicated-driver accidents were occurring at that time.

6. SPEED CHECKING METHODS: The determination of speed and apprehension of speed violators is an enforcement technique that must be skillfully executed. It involves requirements for accurate speed determination, safety of enforcement officers, and safety of other traffic. As mere estimating of speed by observation is too subject to error, this method should not be employed except in cases where other methods are not feasible under the circumstances and the speed is so excessive that the possible error in estimation is essentially immaterial. Provided it is accurately done, and unnecessarily dangerous driving by police is avoided—both of which are possible with well-trained officers—the procedure of pursuit and pacing a violator to secure a speedometer reading is generally quite satisfactory. While slightly less accurate and more potentially hazardous than the method of timing cars through a measured distance, it possesses some practical superiority over the latter method. It can be employed at all times and places by all patrol vehicles and does not restrict the activity of personnel to the enforcement of a single regulation at a single location. On the other hand, it is often well to supplement this procedure with the measured-distance checking method. Selectively employed, the latter is highly effective in creating an excessive speed deterrent. It is, as indicated, also a very accurate and safe method.

7. INTOXICATION TESTS: Scientific tests for intoxication should supplement the simple observation method. The validity of such tests, properly administered, has been conclusively established by medical research. Acceptance of test results as a basis for action by both police and courts provides a much sounder basis for determining the fact and degree of intoxication, one which offers, by its accuracy, greater protection to both the individual and society. The innocent person with symptons similar to those produced by intoxication is protected from unwarranted prosecution. Society is protected to a greater degree from the menace of intoxicated drivers because enforcement can be more effective. Drivers with a blood alcohol content of 0.15 per cent or more should be considered as "under the influence."

Court Work

The enforcement responsibility of the police does not properly end with the apprehension of violators. The conviction, rather than arrest, rate is the true measure of enforcement quantity adequacy. Case preparation and court work of police officers are therefore of vital importance to good enforcement because of their influence on the disposition of cases. Low conviction rates and inadequate penalties are frequently due to lack of proper performance of the functions of prosecutors and courts, but they may also be due in part to poor police performance. Police weakness shows up most often and most critically in prosecutions for violations in traffic accident cases.

Success or failure of prosecution is largely determined by police action at the scene of the offense. There the police officer must be sure to do everything necessary to give the case a firm foundation. He must note all relevant facts and circumstances carefully, be sure he has proof of all elements of the offense, and with special reference to accident cases carefully procure and preserve evidence and make conscientious efforts to secure qualified, impartial witnesses.

Close coordination between the police and the prosecutor's office, actively maintained by both agencies, is likewise essential. To assure proper case preparation, definite procedures should be established in each jurisdiction whereby the police furnish case information in advance and officers are available for pretrial conference with the prosecutor if necessary. Again, this is especially important in accident violation cases because of their more complex nature. In other ways close liaison should be promoted as a means of furthering mutual understanding of problems and methods and agreement on policies and procedures. There is widespread need for improvement of such coordination.

Finally, the police officer must be a good witness in court. He must be thoroughly familiar with the facts to which he can testify, must know certain basic rules of evidence and must be capable of testifying in a clear, concise, calm, and unbiased manner. Moreover, his appearance and demeanor must be exemplary at all times in court.

RECOMMENDATIONS

Subcommittee on Police of the Enforcement Committee

The Subcommittee on Police of the Enforcement committee recommends that the State, Cities and Villages of Illinois conduct continuing traffic law enforcement programs of the type that will induce maximum voluntary observance of driver and pedestrian regulation by creating an adequate deterrence to violations.

Recommendations to this end are as follows:

1. The courts, prosecutors and police departments should be given adequate personnel, properly selected, trained, and more adequately compensated; modern facilities necessary for efficient operation; and sound administrative organization and direction.
2. The personnel of the Illinois State Police and all other departments concerned with traffic law enforcement, including Sheriffs' offices and Police Departments of municipalities, be increased until they meet with the recommendations of the International Association of Chiefs of Police.

Be it further resolved that the Legislative Committee of the General Assembly be requested to investigate the possibility of a diversion of the Gas Tax Funds now collectd by the State of Illinois, and return to the counties and municipalities, to be liberalized in such a way that a portion of these Gas Tax Funds be used for the purpose of paying the salaries of men employed in the Traffic Enforcement activity of municipalities and Sheriffs' offices and for the purpose of increasing the personnel of Sheriffs' offices and of law enforcing agencies of municipalities, known as Traffic Departments, so they will conform to the recommendations of the International Association of Chiefs of Police.

3. Special privilege and political interference to be eliminated from enforcement processes in all Illinois Police Departments.
4. The cities and villages of the state establish a special traffic unit whenever traffic duties require the equivalent of the full-time services of several police officers.
5. The Department of Public Safety enlarge its present headquarters traffic activities to include analytical studies of accident reports submitted to the Division of Highways.
6. The Illinois State Police, County and City Police be reorganized under a civil service and/or merit system to assure the continued availability of high type personnel thus encouraging intelligent impartial enforcement of all traffic regulations.

7. Legislation be enacted providing for periodic inspection of motor vehicles. Until such legislation is provided, the Department of Public Safety adopt a uniform policy concerning inspection of and disposition of vehicles found to be mechanically unsafe.

Specific measures for bringing about effective, impartial and continuing traffic law enforcement include the following which are recommended for uniform adoption by villages, cities and state:

Special training of personnel for traffic duties.

Establishment and execution of uniform enforcement policies that:

a. Avoid excessively liberal tolerances.

b. Maintain an adequate level of over-all traffic law enforcement.

c. Put enforcement on a selective basis, in accordance with the urgency of need as disclosed by current factual analysis of accident and traffic records.

d. Make proper use of warnings and admonitions.

e. Secure prompt correction of vehicle equipment defects.

f. Give no special privileges to any groups or individuals.

g. Plan pedestrian enforcement with the same regard for selectivity as general traffic enforcement is planned.

h. Include the investigation of accidents by specially trained and equipped units, and the prosecution by the police of violators involved in accidents when the evidence warrants.

i. Assure an amount of intelligent supervision and enforcement action that is at all times adequate for maximum violation deterrence, but avoid "arrest quotas," sporadic campaigns and concentration on "easy" arrests for non-hazardous violations.

Rigid adherence to proved standards of organization, personnel training, administration, policies and procedures must be recognized as essential to adequately control the State's traffic accident problem.

The Committee recommends that some method be worked out to expedite the transmission of motor vehicle registration records to local enforcement agencies.

THE REPORT OF THE SUBCOMMITTEE ON MOTOR VEHICLE ADMINISTRATION

Presented by WILLIAM VICARS
of Secretary of State's Office

As set forth in the foreword of the Report of the Committee on Motor Vehicle Administration of President Truman's Highway Conference

"A motor vehicle administration program fully geared to highway safety objectives includes four basic elements which can effectively assist in preventing traffic accidents:

"1. Through driver examination and licensing, it requires motorists to develop the driving skill and the knowledge of traffic laws essential to safe use of the public highways. Such a program, properly administered, will encourage license applicants to take advantage of opportunities for driver training and safety education.
2. Through suspension or revocation of licenses when driving records warrant such action, it removes from the highways those who cannot or will not assume individual responsibility for highway safety. Thus it multiplies the effectiveness of enforcement agencies by making accidents and repeated violations a factor which the licensed driver must constantly guard against.
3. Through motor vehicle inspection, it provides a periodic check on the operating condition of the vehicle and serves to make motorists more keenly aware of the importance of safe driving attitudes and of their individual responsibilities in accident prevention.
4. Through the use of sound financial responsibility laws, it provides a further incentive for safe driving.

To be effective, motor vehicle administration must be guided by facts concerning particular accident problems of the region or locality, and facts as to the best practices in administration and law."

Objectives

So, this Committee has been assigned the responsibility of presenting to the Governor's Highway Safety Conference a report on Motor Vehicle Administration. This report is confined to the more specific elements of Motor Vehicle Administration, namely, driver licensing, motor vehicle inspection, and financial responsibility—as pertinent to the prevention of street and highway accidents.

Driver Licensing

This Committee recognizes the important part that driver licensing plays in the control of drivers and reduction of traffic accidents in view of the 3,200,000 licensed drivers and 198,000 licensed chauffeurs in Illinois in 1946.

Motor Vehicle Inspection

Traffic accidents resulting from defective equipment are currently estimated by reliable authorities to be the cause of 17 per cent of the Nation's fatal accidents. In all probability this figure would be considerably higher if it were possible to obtain complete and accurate reports in all instances. Traffic statisticians, taking into consideration all factors, point to a 100 per cent increase during the last five years in fatal accidents resulting from mechanical failure.

Legislation should be provided for periodic inspection of motor vehicles.

Financial Responsibility

Illinois has gradually strengthened its Financial Responsibility Law and its administration can be bettered by an adequate budget to cover each function set up. The amendment passed by the 64th General Assembly providing for posting of security in accidents involving more than $50.00 property damage to any one vehicle, if not insured or bonded at time of accident, or losing drivers and motor vehicle licenses of operator and/or owner has resulted in a considerable sum of money being deposited to cover such accidents. Many operators licenses and motor vehicle licenses have been surrendered by persons involved in such accidents. This law tends to take the careless, negligent and irresponsible driver off the highway. Some amendments to obviate administrative defects in the law will no doubt be suggested to the next Legislature by the Departments administering the law.

Recommendations

The Subcommittee on Motor Vehicle Administration recognizing that at present 34,000 people will be killed and 1,300,000 injured during 1946 in traffic accidents, a total comparable to the entire population of one of our major cities; and further recognizing that this toll would mean that scarcely any individual in the United States could escape the tragedy of leaving one or more of his relatives, friends or associates killed or injured in a traffic accident; and realizing that with increasing use of the highways in years ahead by more drivers and motor vehicles, the problem will be magnified, that vigorous and concerted action can and will meet the challenge.

Therefore, in the field of motor vehicle administration, this Subcommittee recommends that:

1. Motor vehicle departments should be given adequate budgets to carry out their full responsibilities in these fields.
2. The best qualified personnel should be chosen at all times and men and women should be selected who not only know their work but are fully conscious of their responsibility.
3. Adequate compensation and assurance of job security as are essential to attract capable personnel.
4. Training facilities, technical instructors and adequate budget and time should be provided for the development of a well trained technical staff.
5. Motor vehicle divisions should keep the general public well informed of their activities for the purpose of gaining public support.
6. There should be compulsory motor vehicle inspection by state, county or local governmental units.
7. Motor Vehicle Divisions should continue and broaden their work in driver education and training and continue to maintain facilities in their respective departments to that end.
8. The continued cooperation of the Divisions of Motor Vehicle of the Office of Secretary of State, Edward J. Barrett, and the Departments of Public Safety and Department of Public Works and Buildings is recommended. Inasmuch as Illinois is one of the States with a divided responsibility in the Motor Vehicle Administration, and inasmuch as all the Departments have worked together harmoniously in the past and in the present, it is recommended that no change be made in this State in integrating these divisions now in different departments as their functions differ.
9. This Subcommittee further commands the Illinois Legislalature for its foresightedness in placing Illinois in the forefront of States who have already adopted modern motor vehicle administration laws, drivers licensing and Financial Responsibility Laws and Truck Inspection Laws. We commend the local officials for their excellent cooperation in the Administration of Motor Vehicle Laws.

I offer that as the Subcommittee Report with the recommendation of the Subcommittee that it be adopted. (Applause)

REPORT OF COMMITTEE ON LEGISLATION

Presented by MR. KAYWIN KENNEDY

President Illinois State Bar Association

The Committee is impressed with the obvious need for modern, comprehensive and easily understood traffic laws and regulation. It is readily apparent that this problem is not confined within the boundaries of the State of Illinois but embraces the field of traffic regulations throughout the United States. It is, therefore, essential that there be uniformity in traffic laws among the several states as well as uniformity of traffic ordinances among the municipalities in each state. If this objective is achieved there is hope that enforcement will be more uniform, prosecution will be more consistent, and greater agreement in the judiciary as to the proper interpretation and application of these laws. The principal beneficiary will be the public who in turn will become more cooperative and more obedient to traffic laws.

Fortunately, ever since 1925 the subject of uniform laws has received considerable attention. At that time, the National Conference of Commissioners on Uniform State Laws and the National Conference on Street and Highway Safety cooperated in the preparation of a Uniform Vehicle Code. This Code has been kept up to date with revisions having been made in 1930, 1934, 1938, and 1944. Many national organizations participated in the drafting of the Code and its revisions. The basic principles embodied in this Code are considered sound because there has been no criticism aimed at them over the course of the years.

The several acts of the Uniform Vehicle Code are entitled as follows:

ACT I. Uniform Motor Vehicle Administration, Registration, Certificate of Title and Anti-Theft Code.

ACT II. Uniform Motor Vehicle Operators and Chauffeur's License Act.

Act III. Uniform Motor Vehicle Civil Liability Act.

Act IV. Uniform Motor Vehicle Safety Responsibility Act.

ACT V. Uniform Act Regulating Traffic on Highways.

While Illinois compares favorably with the other States in its acceptance of the Uniform Vehicle Code there is need for a comparison of the Illinois Laws with that of Uniform Motor Vehicle Code. An analysis of the Illinois Laws reveals that this State has

fairly modern registration and certificate of title provisions but that these are not in the form and sequence of Act I. Many provisions of Act II have been enacted into law. Act IV is substantially followed. A great number of the sections of Act V have been used verbatim. It is considered desirable that a careful comparative analysis be undertaken in order to achieve greater uniformity.

A Model Traffic Ordinance has been drafted to enable municipalities to bring their local laws into harmony with the Uniform Vehicle Code. It has received considerable attention from the same organizations interested in the Code. The Model Traffic Ordinance is recommended to all municipalities for study and adoption. This necessarily involves the cooperation of all municipalities. It is suggested that the Illinois League of Municipalities take the lead in this endeavor.

Recommendations for legislation have been received from the other committees of the Conference and these are included with this report.

The Committee suggests to the Conference the adoption of the following recommendations:

1. That uniformity in the administration, interpretation, and enforcement of uniform traffic laws and ordinances is of the utmost importance.

2. That a permanent committee on laws and ordinances be appointed by this Conference to serve in an advisory capacity to the Illinois Highway Traffic Safety Commission for the purpose of bringing about the revision and codification of the Motor Vehicle Laws of the State of Illinois.

3. That the General Assembly authorize a regular or interim committee to cooperate with the aforesaid advisory group which shall include representatives of official and unofficial agencies; that this committee assist in ascertaining the extent to which motor vehicle laws comply with the Uniform Vehicle Code; and to recommend revisions; and to advise the Governor and the General Assembly as to the conformity of legislative proposals with or departure from the Uniform Vehicle Code.

4. That municipalities of the State give consideration to the matter of adopting uniform ordinances governing traffic.

5. That uniformity in traffic signs, signals, and markings in conformity with the Manual on Uniform Traffic Control Devices be attained by cooperative action of local, State and Federal Street and Highway authorities.

6. That enabling legislation be requested at the next General Assembly to permit municipalities to adopt effective pedestrian ordinances.

7. That the General Assembly extend the authority for speed zoning contained in Sections 49 and 50 of the Illinois Uniform Act Regulating Traffic by authorizing officials in municipalities below 500,000 population to increase speed limits after engineering and traffic studies show the need for such limits and by more definitely authorizing the Department of Highways to establish special speed limits in rural areas.

8. That the General Assembly establish a Judicial Council to survey the administration of justice by all courts with special emphasis on the courts trying traffic cases, to secure judicial statistics as to the business of the courts and to perform such other duties as may be deemed necessary or appropriate.

9. That the Conference refer to the Illinois Highway Traffic Safety Commission the following recommendations received from the Police Section of the Committee on Enforcement:

a. That the personnel of the Illinois State Police and all other departments of Traffic Enforcement, including Sheriff's offices and Municipal Police Departments, be increased until it meets with the recommendations of the International Association of Chiefs of Police.

b. That the Legislative Committees of the General Assembly be requested to investigate the possibility of a diversion of the Gas Tax Funds now collected by the State of Illinois, and return to the counties and municipalities be liberalized in such a way that a portion of these Gas Tax Funds be used for the purpose of paying the salaries of men employed in the Traffic Departments of municipalities and sheriffs' offices and for the purpose of increasing the personnel of sheriffs' offices and of law enforcing agencies of municipalities, known as Traffic Departments, so that they will come within the recommendations of the International Association of Chiefs of Police.

10. That the Uniform Act Regulating Traffic on Highways of Illinois be amended as follows:

Following Section 40, a new section should be added (worded as is Section 44 of Act V of the Uniform Vehicle Code) to require that drivers involved in accidents resulting in injury or death, shall, by the quickest means of communication, immediately notify the local police, sheriff, state police, depending upon where the accident occurred.

11. That the safety inspection provisions of Section 123 of the Uniform Act Regulating Traffic of Illinois be extended to all vehicles including passenger cars, trucks, busses, and to be administered by the Department of Public Works and Buildings.

12. That the Conference recommend that the existing Illinois Laws be amended to extend the provisions permitting municipalities to establish and maintain parking places for motor vehicles upon any parcel of land lying within the corporate limits so as to include the City of Chicago.

13. That the Conference recommend to the General Assembly that the provisions of Section 42-a of the Motor Vehicle Act be amended so that the insurance or bond filed by a taxicab operator will protect any person or property which results from the negligent operation of the cab regardless of whether the cab is operated by the licensee, his agent or by an independent operator; and that the amount of insurance or bond required of a taxicab owner or operator of any taxicab be increased from $2500.00 to $5000.00 per vehicle.

That concludes the report of the recommendations and in behalf of the Committee I move that the report be adopted.

REPORT OF THE COMMITTEE ON EDUCATION

Presented by its Chairman, the HONORABLE WHIPPLE JACOBS

The Committee on Education will present its report in three sections, the Vice-Chairman of each of the Subcommittees reporting for the Subcommittee. The first report is on schools and colleges and will be presented by Mr. R. O. Duncan, acting for Mr. Vernon L. Nickell. Mr. Duncan.

MR. DUNCAN (representing the Vice-Chairman of the Division of Schools and Colleges, Committee on Education): Mr. Chairman, Ladies and Gentlemen. The following is the report on Schools and Colleges, Committee on Education:

In the more than thirty million young people enrolled in the schools of the Nation lies our greatest hope for the solution of the mounting traffic problem. Their minds are receptive to new ideas. They are at an age when habits and skills can successfully be established. Attitudes developed during these early years will influence their behavior through life.

These young people represent one large united body. They are "reachable." They should be given guidance in accident prevention. As educators, it is our job to assist in equipping them fully. Upon their ability to shoulder their responsibilities involving traffic will depend the success or failure of traffic-accident prevention for years to come.

The need of these young people presents the school with a challenging opportunity. The year 1947 will see between 6,500 and 8,500 persons between the ages of five and twenty-four killed, and tens of thousands injured, unless efficient preventive measures are adopted NOW. These estimates are based on prevailing average mortality. The schools reach, under controlled conditions, the largest number of persons in this age group. They can do more to reduce these tragic figures than any other agency. The schools, with their long record of achievement, have here a cause commensurate with their fullest capacities, the conservation of human life. The time is now! The schools of America will respond.

What Are the Facts?

Accidents of all types rank first as a cause of death among young people, aged five to nineteen. One out of every three deaths within this group is the result of accident. Here is the record:

Among children five to nine years of age, accidents cause five times as many deaths as pneumonia, second ranking cause of death in this age group. In the ten to fourteen year group, accidents are responsible for three times as many deaths as is heart disease which

ranks second as a cause of death. And in the fifteen to nineteen year group, accidents take twice as many lives as does tuberculosis, second ranking cause of death.

Traffic accidents are the leading type of accidents involving fatalities and injuries among all school-age groups. In normal years they account for approximately forty per cent of accidental deaths among elementary school children, aged five to fourteen, while on the secondary school and college levels, ages fifteen to twenty-four, they make up approximately sixty per cent of the total.

Six out of every ten victims on the elementary school level are pedestrians, while on the secondary school and college levels the ratio is one to ten. Pedestrian training, therefore, becomes particularly pressing on the elementary school level.

Basic Needs

Current traffic accident statistics point to a critical need for a more effective safety education program in schools and colleges. Moreover, there is every indication that the traffic safety problem will become increasingly critical in the months and years ahead. It is expected that the next few years will witness a considerable increase in the number of cars on the streets and highways.

Safety Education Can Be Effective

The lives of 280,000 children were saved during the first twenty-five years of the organized safety movement, according to National Safety Council estimates.

In the period from 1930 to 1940, when traffic accidents to adults steadily increased, such accidents among elementary school children markedly declined. This resulted in an estimated saving of 26,000 child lives and the prevention of several hundred thousand non-fatal injuries to children.

While the five to fourteen age group was showing a 33 per cent decrease in the motor vehicle death rate from 1922, the beginning of the organized safety movement, to 1944, the rate in the fifteen to twenty-four year age group, which includes the majority of secondary school students, increased 90 per cent. Only 17 per cent of these latter fatalities were pedestrian. This indicates that a major portion of the traffic accident problem on the secondary and college level can be solved by a well-organized program of driver instruction. In a recent nation-wide survey reaching thousands of people throughout the entire country, The Opinion Research Corporation learned that "60 per cent of the people (polled) say they think 'students in high schools should be given lessons in actually driving a car.' "

Safety Education Principles

There have been no better statements of the principles of organization and administration than those expressed in the final chapter of "Safety Education", the Eighteenth Yearbook of the American Association of School Administrators. The committee wishes to reaffirm these principles:

1. Experience shows that many accidents are preventable through a program of education.
2. Instruction in safety is an essential part of the modern school's program of producing good citizens.
3. The determination of the character and the extent of the school safety program and the selection of teaching methods to be used are professional responsibilities of educators.
4. Rural schools, operating under numerous conditions specifically different from those of urban schools, should make an effort to adjust their safety programs to the special conditions of their environment.
5. Safety education for adults is a primary responsibility of the the community and the State.
6. In each community it is the responsibility of the Board of Education and its executive staff to build and to maintain school buildings which are safe.
7. Responsibility for areas of safety education not designated specifically by law should be assigned by agreement to the agency or agencies most competent to achieve the desired goal.
8. Teaching youth to be safe and intelligent operators of motor cars is a responsibility of a community.
9. The school has a responsibility for systematic instruction in all aspects of safety.
10. School systems embracing several schools should organize safety coordinating agencies.
11. A formal or informal safety council or committee, or other liaison among safety agencies, should be established in every community.
12. In their efforts to advance the safety movement, educators should recognize the need for appraisal and research.
13. It is remarkable how much can be accomplished if no one is too anxious about who receives credit.
14. Effective programs of safety education should be adequately financed.
15. The time has come for educators to prepare themselves for leadership in safety education.

A Principle of Living

It would seem unnecessary in a generation which has seen an unprecedented destruction of human life and human values to have to justify an ordered way of life. The negative view of "Safety First" which held sway for many years has been gradually transformed into a view which sees safety as a positive and constructive approach to successful living in the midst of innumerable hazards.

Safety represents the efficiency of adjustment which man makes to his total environment. It is not, cannot be, optional. It has become a condition of survival, and as such, an essential quality of the individual. It involves foresight and interplay of innumerable insights, cautions, and efficiencies which enable the individual to meet life's demands and opportunities on better-than-even terms.

Elementary Education

The elementary school child is exposed to many traffic hazards. He travels to and from school and to recreational activities, runs errands, and attends church and community gatherings. He is beginning to roller skate, ride a bicycle, and coast a wagon, and to experience the thrills, adventure, and independence of determining his own course of action. To carry out these activities safely, he should acquire a knowledge of rules of the road and traffic signs and signals which will enable him to evaluate and appreciate reasons for safe conduct at all times. He should develop habits and skills of safe action, many of which will operate instinctively for his safety. As a walker on the streets and highways and as a rider in the family car and in public vehicles, he should learn to respect the rights and privileges of others and to conduct himself in a manner which will prevent accidents.

Seriousness of the Problem

The need for traffic safety education is emphasized by the fact that accidents are the first ranking cause of childhood mortality. Each year over 3,000 boys and girls between the ages of one and fourteen die from traffic accidents. In the one to four year age group, traffic accidents account for 26 per cent of all fatalities; in the five to nine year age group, 45 per cent; and in the ten to fourteen year age group, 37 per cent. It is significant also that approximately twice as many boys as girls are killed in highway accidents.

These deaths represent a tragic loss to families, to communities, and to the Nation. Equally critical is the large number of children and youths seriously injured in traffic who must go through life with such physical, emotional, and pyschological limitations as loss of limb or sight, disfiguring scars, or some type of paralysis.

Specific Problems Involved

Analysis of State and local courses of study for elementary schools shows that sufficient emphasis is not given to safety education. The extent of traffic safety education is largely dependent on safety materials provided and incorporated into the curriculum, provisions for teacher education, and an awareness on the part of the teacher, school authorities, and the community, of the need for such a program.

Often the child has not had sufficient instruction to enable him to meet competently the various traffic situations he encounters. For example, at the beginning of his school life, he should learn the safest route between his home and school, his name and address, where to play, and to share with others the use of sidewalks and highways. In not providing such instruction, the schools are failing to give attention to a need which is as important as the teaching of reading, writing and arithmetic.

In planning a traffic safety program, consideration must be given to the pathological, psychological, and emotional makeup of pupils of elementary school age. It is characteristic of this group that they lack experience in crossing the street alone, in judging speeds and distances of cars, and in understanding traffic signs and signals which would enable them to evaluate each situation correctly. The average child constantly meets new situations, is sometimes confused, desires to reach his goal too quickly, and is tremendously interested in the activity of the moment. He may suffer from faulty hearing or vision, or improper neuro-muscular coordination. In addition, such factors as fatigue, worry, extreme anger, grief, or joy, rebelliousness, adventurousness, or lack of intelligence may contribute to traffic accidents and should be considered in the safety program.

In some situations also, authorities do not consider environment in relation to the pupils' safety. For example, failure to provide bicycle racks or adequate space for parking, to designate an area for school busses, to plan for fire drills to provide fenced space for playgrounds, to control traffic on the streets and highways children must cross, to consider location of new schools in relation to traffic, or to supervise school or bus patrols, may lead to traffic accidents.

Secondary Education

Youth's record of traffic deaths and injuries and traffic law violations offers the secondary school a real challenge in training individuals to accept in fullest measure the responsibilities of living in a motorized era. On the basis of miles driven, teen-age drivers have the highest accident rate. From 1922 to 1941, according to available information, the fifteen to twenty-four year olds showed an increase in traffic deaths of 226 per cent, the highest of any age group. Yet this group is receptive to instruction, has quick reflexes, great capacity for developing skills, and has potentially the best drivers. Proper training can make them so.

During this period when traffic deaths were on the increase among secondary school youth, traffic deaths among children aged five to fourteen showed a marked decrease. Since most of these children are in the elementary school, it can be assumed that the reduction in traffic accidents for this group reflects the more fully developed safety program of the elementary schools.

The secondary school, the parents, and the community, therefore, have a definite responsibility for developing a program to reduce the toll of traffic deaths among its youth.

The problem requires serious thought and planning. These young people are not quite grown up, but they no longer think of themselves as children. The simple warnings which influence small children to act safely are laughed off by these adventurous youngsters. Motivation must be stronger.

Analysis of traffic accidents involving all drivers, and especially the secondary school age group, shows as underlying causes unsafe behavior, insufficient or improperly developed skills, and incorrect attitudes.

A sound, comprehensive traffic safety program can prepare the individual to take his place in traffic as an intelligent and skillful driver, bicyclist or pedestrian. It should develop an appreciation of the need for judicious legislation, effective administration of traffic codes, and sound engineering practices. The emphasis of such education should be directed toward the pupil as an individual and as a member of a group. He is and will continue to be a part of traffic and as such he should be taught to govern his actions wisely. A well-planned program of traffic safety instruction for secondary school students is urgent. This over-all program includes normal activities such as riding a bicycle, operating a motor-bike, and should lead to safe driving of an automobile.

The need for a well-planned program of traffic safety instruction for secondary school students is urgent; this program should be based on the natural venturesomeness of youth and their desire to adapt themselves adequately to the demands of a rapid transportation era, and in a manner which they consider to be adult. This over-all program should include normal activities such as riding a bicycle, operating a motor-bike, and should lead to safe driving of an automobile.

Characteristics of a Program

The program should be a participative undertaking of administrators, supervisors, teachers, and students. To maintain interest and to attain continuing action, all of these groups must cooperate in the instructional program and in joint community-school activities. It is also realized that the best results are obtained in safety education when programs result from voluntary action by school authorities rather than by legislation.

The scope, content, and organization of the program should be based on the interest, activities, and future needs of the learner. Social studies may contribute specifically to desirable attitudes, interests, and understandings of the need for improving traffic conditions through the personal and community approach. This may be accomplished through analysis of local traffic problems, evaluation of driver and pedestrian practices, and through appraisal of traffic accident records. Science classes may contribute through study of the effects of gravity, friction and inertia. First-aid training may contribute to accident prevention by developing an interest in correct traffic behavior through a knowledge of the results of unsafe acts. Experiments involving measurement of the speeds at which bicycles or other vehicles are operated and the distances required for coming to a complete stop at various speeds, are effective means for learning. Health and physical education classes may contribute to the relationship of driving and general health, fatigue, coordination, and the effect of alcoholism. Shop classes may contribute through study of the design and mechanics of the automobile. Such information guides students in a review of their conduct in relation to personal, school, and community responsibilities.

A valuable and subtle technique, which frequently results in intelligently restrained behavior, is a first-aid training course which make people aware of the consequences of accidents.

Driver Education and Training

Studies of successful programs in driver education and training show that this single area of traffic safety education in the secondary school is unquestionably the most fertile territory for the motivation of desirable habits, skills and attitudes related to traffic. Therefore, deserves special consideration.

A Function of the Secondary School

The principle is reaffirmed that every secondary school is responsible for providing a comprehensive program of driver education and training.

The secondary school years, when students ordinarily reach legal driving age, are most suitable for training drivers. The secondary school, therefore, offers the best known opportunity for reaching the largest number of youths about to begin driving.

The content of driving courses is practical and is closely related to the content of other subjects designed to teach students how to live successfully.

Competent and trained secondary school teachers, conducting well-organized courses, can provide learning experiences that are superior to those customarily received outside the school.

Drivers who receive organized training for driving attain superior skills, develop more desirable attitudes, and make a valuable personal and social contribution to traffic accident prevention. An analysis of accident records of over 3,200 secondary school students revealed that those who received driver education and training in the high school had only one-half as many accidents as those who did not receive this training.

Driving courses are concerned primarily with the development of character, through stimulating the student to adopt and display attitudes of cooperation and consideration for others. They are designed to orient the student to live safely and with greater pleasure, through skillful and efficient behavior on streets and highways. The growing need for trained operators of busses, trucks, and other commercial vehicles, further warrants the inclusion of such instruction in the secondary schools especially in the vocational units.

Solving Administrative Problems

The fact that no single blueprint will fit every school situation is sometimes viewed as an obstacle in driver education and training. Actually, this fact should be accepted by the school administrator as a challenge to his ingenuity in discovering or devising ways of adjusting the course to fit the requirements of his own program, as in other fields of learning.

Experience shows that schools desiring such a course can schedule it in a way that is administratively feasible, and make it a worth-while curriculum. New plans will be devised as the number of schools offering driving instruction increases.

Well-defined and detailed driver education and training programs for secondary schools have been operating successfully for a decade. These include methods, materials, and administrative procedures, as well as teacher training standards. "Safety Education," the 1940 Yearbook of the American Association of School Administrators, contains details of a program which many schools are using.

Many teachers are trained to teach driving in secondary schools. This number will increase as teacher-preparing institutions provide the necessary training. In turn, the use of these trained teachers' services will increase in proportion to the growth of public support for traffic safety education.

Solving Problems of Financing

Financing is frequently mentioned as a handicap to the adoption of a complete course in driving. Several ways in which the financing of such a course is now being handled offer proof that the problem need not be serious.

The soundest plan is for the school to take the lead in building strong public support for a driving course so that the community

will provide for it through the school budget. Only on this basis will instruction in driving maintain its place in the school. In situations where public support for financing programs is lagging, worthwhile instruction may appropriately be provided through the aid of non-school agencies. In some communities, parent groups, service and civic organizations, and motor clubs have made training cars and testing equipment available to the schools.

School shops have contributed by making driver testing equipment. A few schools have paid the teacher of the course in driving for the use of his own automobile as a training car. Other schools have bought new or used cars, equipped them for training, and maintained them as they do electric power tools, cooking equipment, and printing presses.

The need for training young drivers will grow with the inevitable increase in the number of motor vehicles.

Teacher Education in the Colleges and in Service

The strength and effectiveness of the school safety program depends ultimately on teacher preparation. Whether or not children in the elementary schools develop safe practices and attitudes as pedestrians or bicyclists is determined to a large extent by the day-by-day efforts and attitudes of teachers. If secondary school students are to become skilled auto drivers, they must be taught by competent, well-prepared teachers. Safety is not alone a problem of teaching a recognition of traffic hazards and safe practices; it is most of all a problem of cultivating the attitudes and habits necessary for living safely in a world where there are so many inherent dangers.

There was a time when teachers relied primarily on such devices as hackneyed safety rules, slogans, and jingles. A "Safety Week" or an assembly program was expected to provide sufficient education to keep pupils accident free for the remainder of the year. Today educators know that safety instruction requires a year-round effort in all grades. They know, too, that greatly improved methods of teaching have been developed.

Adequate Preparation is Lacking

Several problems arise in connection with the improvement of classroom teaching. First of all, a large proportion of teachers have had but meager preparation in safety education. They completed their training at a time when little attention was given to this subject. What ever they have learned in the teaching profession has been largely through experience, reading, conferences, supervision, and extension courses. Few teachers' colleges, particularly those which have a two year curriculum, provide instruction in safety education. Yet graduates of these schools often obtain positions where they are responsible for safety education.

A second problem is the lack of qualified teachers of driver education and training. If secondary schools are to provide this instruction, more work must be done in teacher preparation. It must not be assumed that because teachers are certificated to teach other secondary school subjects they can do an effective job in driver education without additional training. Traffic safety is a subject that goes far beyond the mere acquisition of information about driving rules, regulations, and safe practices. It extends into the teaching of skills and the development of good attitudes. Only a capable and resourceful teacher can provide the kind of instruction needed. Nothing less than a vitalization of the whole teacher-preparing program will meet the needs of today, as far as traffic safety education is concerned.

Stimulation is Needed

A third problem arises in many school systems due to the lack of an organized safety program. Administrators freely admit that safety is basic in the school curriculum and agree in principle with the recommendations of "Safety Education", the Eighteenth Yearbook of the American Association of School Administrators. Yet, in many cases, they have provided little stimulation or guidance to their staffs. Instructional tools—textbooks, readers, lesson plans, visual aids—and other equipment often are lacking. These shortages are particularly characteristic of rural schools, yet safety education is equally as important in rural areas as in cities.

Undoubtedly the most effective method of insuring qualified instructors is through State certification. In other subjects it has been found that certification has tended to improve the teaching service. It is recommended that all states include safety education in their certification requirements.

College and University Education

In a national program designed to conserve life on the streets and highways, the colleges and universities of the country occupy a unique and important position. Through specialized training programs in divisions of adult education, off-campus training, extension service, special bureaus, training centers, and institutes, colleges and universities are in a singularly favorable position to provide carefully planned, scientific education for training the personnel of Federal, State, municipal, and private organizations which are legally responsible for or have assumed an obligation for the reduction of street and highway accidents.

Further, many colleges and universities can create, through interested and qualified teaching personnel, traffic-safety consciousness in their undergraduate and graduate student bodies by emphasizing the accident-prevention material contained in the science, social science, engineering, psychology, health, and related courses offered in their curricula.

Colleges Recognize Need for Safety Training

The critical need for specially trained enforcement officers, traffic engineers, fleet supervisors, and others has resulted in formal recognition for specialized traffic training by some colleges and universities. To meet society's accident prevention problem, colleges and universities have initiated courses and curricula for safety personnel in such areas as traffic engineering, school safety, motor-vehicle fleet supervision, traffic law enforcement, and general motor-transportation. By establishing these courses, many institutions of higher learning have recognized that safety training of a professional kind must be organized and provided.

Many training programs are going forward today. The Bureau of Highway Traffic at Yale University trains traffic engineers of State and Municipal agencies. Courses in the Traffic Institute of Northwestern University prepare City and State law-enforcement officers.

At Purdue University and The Pennsylvania State College, Institutes of Public Safety offer varied programs in traffic accident prevention. The center for Safety Education at New York University provides similar training, in addition to its graduate teacher-training and research program. The Institute of Government of the University of North Carolina has trained hundreds of enforcement officers. Safety training is also provided by the School of Government at the University of Southern California and the research and training program at Iowa State College has contributed to work in traffic accident prevention. Other colleges and universities also offer various safety training courses.

Many colleges and universities also have cooperated with the Federal Bureau of Investigation in traffic-accident prevention courses offered by the Bureau as a portion of its police program. Short courses co-sponsored by the National Committee for Motor Vehicle Fleet Supervisor Training have been conducted in over thirty co-operating colleges and universities throughout the nation in the past few years. Supported by State, municipal and private motor-transport organizations, they usually are conducted by the extension division, engineering division, or special-service division of the institution.

More Courses Needed

Established and acceptable as these efforts may be, they are not yet broad enough in scope and variety to meet demands for the number and kinds of trained personnel now required for solution of the ever-growing traffic accident problem.

Research has provided much of the fundamental data and procedures upon which effective programs of social and economic improvement have been based in the past. Provisions should be made for more of it. In many instances, research should be conducted in cooperation with private and governmental agencies.

While it would not be feasible to organize on a State level the type of national training programs now provided by institutions such as Northwestern, Yale, and others, it would be most desirable for each State college or State university to organize and conduct a comprehensive program on the State level. This program should assuredly provide such training as will upgrade the quality of safety personnel of both official and private organizations.

Pupil Transportation

The transportation of more than 4,000,000 pupils to and from school daily in approximately 90,000 vehicles represents an important part of the Nation's motor-vehicle traffic. The number of pupils transported has increased so rapidly during the last quarter century that many schools have carried on this activity without sufficient attention to safety. Recent reports indicate an increase in school bus accidents. Further increases in the volume of pupil transportation will make the problem of protecting these children even more acute. Therefore, an organized program for promoting safety in pupil transportation is imperative.

Objectives

To promote safety of pupils transported to and from school through provisions of

(a) Standard vehicles maintained in safe operating condition;
(b) Drivers selected on the basis of general physical, mental and moral qualifications, experience and examinations;
(c) Proper training for drivers;
(d) Safe operating or transit practices;
(e) Instruction of pupil passengers; and
(f) Adequate supervision of transportation personnel.

Use of This Report

This report was prepared for school administrators, supervisors and faculty members responsible for traffic safety education programs in schools, colleges and universities.

It should create awareness of the problem and serve as a guide in defining responsibilities and suggesting principles for organizing and supervising a sound program of traffic safety education.

Responsible authorities should find this report helpful in their approach to the development of more effective programs.

Recommendations from Education Committee

In the young people enrolled in the schools of the nation lies our greatest hope for a solution of the mounting traffic problem. They are

at an age when habits and skills can successfully be established. Attitudes developed during the early years will influence their behavior through life.

Unless these students are reached NOW, not only their future, but their day-by-day existence is threatened.

Essentials for an effective program are:

1. A serious consideration of the traffic problem leading to action by organized education from the elementary through the university level.
2. Safety-conscious administrators who will exercise leadership in defining and placing responsibility for the safety program of their school systems and institutions.
3. The determination of the character and the extent of the school safety program and the selection of teaching methods to be used are professional responsibilities of educators.
4. Rural schools, operating under numerous conditions specifically different from those of urban schools should make an effort to adjust their safety programs to the special conditions of their environment.
5. Safety education for adults is a primary responsibility of the community and the State.
6. In each community it is the responsibility of the Board of Education and its executive staff to build and to maintain school buildings which are safe.
7. Responsibility for areas of safety education not designated specifically by law should be assigned by agreement to the agency or agencies most competent to achieve the desired goal.
8. Teaching youth to be safe and intelligent operators of motor cars is a responsibility of the community.
9. The school has a responsibility for systematic instruction in all aspects of safety.
10. School systems embracing several schools should organize safety coordinating agencies.
11. A formal or informal safety council or committee, or other liaison among safety agencies, should be established in every community.
12. In their efforts to advance the safety movement, educators should recognize the need for appraisal and research.
13. It is remarkable how much can be accomplished if no one is too anxious about who receives credit.
14. Effective programs of safety education should be adequately financed.
15. The time has come for educators to prepare themselves for leadership in safety education.

Elementary Education

Recommendations for Action

1. The Office of Public Instruction should provide courses of study or guides in safety for elementary schools with sufficient stress on all traffic problems.
2. Day-by-day instruction should be based on immediate needs and local situations.
3. Situations should be set up which afford individual practice in meeting those problems most likely to be encountered.
4. The instructional program should include use of vicarious experiences.
5. Schools should be encouraged to make greater use of the Traffic Safety Section of the Illinois State Police.
6. The school administration should assume responsibility for establishing a safe school environment.
7. Group activities emphasizing traffic safety should be encouraged.
8. School safety patrols should be established.
9. Where feasible and needed, Junior Safety Councils or similar organizations should be established.
10. Consideration should be given to publicity outlets such as school newspapers, posters, and essays, to develop an awareness of the need for traffic safety among pupils.
11. A definite program should be established for coordinating the work of the school, home, and community.
12. Wherever and whenever possible, the work of the school, home and community should be coordinated by having properly qualified supervisory personnel.

Secondary Education

Recommendations for Action

1. Immediately determine adequacy of instructional programs and practices in relation to traffic safety needs.
2. Plan for driver instruction, the utilization of co-curricular activities and student organizations, and the correlation of traffic safety instruction with courses presently offered.
3. Interpret the driver instruction program to staff members and students.
4. Provide driver education and training as an integral part of the curriculum, when students are as near legal driving age as practicable. This should be organized as a separate course, although it may be a distinct unit within an existing course, if adequate time is devoted to the subject.

5. Provide driver education and training courses, in addition to those mentioned above, whenever possible as a service during the summer, at night sessions, and for adults in the community.
6. Work for adequate public assistance and support by informing the community about the aims, nature and scope of the school traffic safety program. Enlist the aid of community organizations which have an interest in the program and helpful resources.
7. Along with driver instruction or proceeding it should go increased emphasis on instruction in all phases of highway safety including pedestrian safety (with special attention to protective systems at railway crossings), safety in the use of bicycles, and non-motor vehicles, and first aid.
8. A plan to promote a spirit of sportsmanlike accident-free driving among high school drivers, through the medium of a good driver's league or organization, should be developed and sponsored by the Governor's Highway Traffic Safety Commission in cooperation with the Office of Public Instruction.
9. Teacher training institutions are urged to provide teachers who are prepared to give instruction in all phases of safety. In order to provide for the immediate need for such teachers, intensive courses should be sponsored by the Office of Public Instruction in cooperation with teacher education institutions.

State Department of Public Instruction

Recommendations for Action

1. The Superintendent of Public Instruction and State Safety Organizations, including the Traffic Safety Section of the Illinois State Police, shall cooperate with colleges and with school administrators in organizing extension courses, curriculum guides, check lists of safety material, short courses, work shops, and conferences to aid in the in-service training of teachers.

Teachers Education in Colleges and Universities

Recommendations for Action

1. The president, working in cooperation with faculty and student committees, should prepare a program to safeguard members of the college community and those of the general public using college facilities.
2. Each teacher-preparing institution should develop a safety education program in accordance with its pattern of administration and curriculum organization.

3. Colleges should cooperate with school administrators in organizing extension courses, short courses, workshops, and conferences to aid in the in-service training of teachers.
4. Boards of Education should provide essential instructional materials, such as films, slides, etc.
5. Additional training for teachers of driver education and traffic safety should be provided through courses, workshops and institutes.
6. Teachers should be encouraged and given opportunity to participate in school safety activities.
7. Teachers should be encouraged to participate in community safety activities.
8. Cooperate with official highway-transportation and safety agencies of Federal, State, and local governments and with those private and public organizations concerned with traffic accident prevention.
9. Expand research activities. Means should be provided for increasing the amount of fundamental research for street and highway accident prevention. Close cooperation between the institution and State and municipal government and private agencies should be utilized to facilitate and expand research. The findings of such research should be made available to all concerned organizations.
10. Engage in public education in traffic safety through special forums, press releases, radio programs, and the preparation and distribution of training aids.
11. Award scholarship and fellowship grants, when possible, to individuals desiring advanced instruction in safety education.
12. Superintendents and administrators are urged to bring to the attention of teachers the recommendations of this Conference.

Pupil Transportation

Recommendations for Action

1. Provide administrative or supervisory personnel charged with responsibility for the development of a complete safety program in pupil transportation.
2. Adopt vehicle standards recommended by the National School Bus Conference.
3. Promote, through suitable standards, advice and assistance, the establishment, in each transportation unit, of an inspection and maintenance program to keep all vehicles in safe operating conditions.
4. Establish standard procedures which will insure the selection of reliable and qualified bus drivers.

5. Cooperate with other official agencies, such as the motor carriers division of the Department of Public Works and Buildings, and the State Highway Police, in the enforcement of school transportation standards.
6. Promote the enactment of uniform State laws regulating traffic which require special caution when passing school buses.
7. Sponsor regular training institutes and courses for school bus drivers and maintenance personnel, and assist local units in setting up instructional programs.
8. Encourage institutions of higher learning to include instruction on pupil transportation problems in school administration courses. These courses should cover responsibilities of both State and local administrators.
9. Fix responsibility for local authorities for the administration and supervision of pupil transport.
10. Adopt and enforce the requirements of the State education authority.
11. Assume direct responsibility for training programs of operating and maintenance personnel.
12. Provide sufficient vehicles to prevent overloading.
13. Develop detailed operating or transit practices for the guidance of school bus drivers.
14. Provide continuous supervision of operating and maintenance personnel.
15. Provide training in safe practices in the transportation of pupils. This should include all hazards involved in pupil transportation.
16. Encourage the organization of school bus patrols.
17. Provide the State Highway Department and State Police with pertinent data, such as information on accidents to pupils being transported, which will contribute to greater safety and efficiency in pupil transportation.
18. Seek the cooperation of all agencies, including community groups, interested in pupil transportation.

MR. JACOBS (Chairman, Committee on Education): The Committee on Public Information will report, through its Vice-Chairman, J. Emil Smith. Mr. Smith. (Applause)

MR. SMITH (Vice-Chairman, Public Information, Committee on Education): The following is the report of the Committee on Public Information:

Our Committee of the Illinois Safety Conference recommended community and State programs of many kinds, all urgently needed to help prevent traffic accidents.

Without exception, these programs will depend for complete effectiveness on the intelligent and continuing support of the people,

This support is not generated in a vacuum. It springs from a full knowledge and understanding of the problem, and has its roots in the individual recognition by each citizen of his personal responsibilities. Informed support for the highway safety program demands, therefore, the widest possible dissemination of the facts about highway safety.

What are these facts?

For purposes of clarifying the scope of this study, they have been grouped into three general categories:

First, traffic accidents. The public should be fully and promptly informed as to the number of accidents, where and how they occur, and why. State-wide statistics are not enough. Much more important is information about what is happening in our own neighborhood, our community and State.

Second, the social and economic effects of highway accidents. How serious is the problem and who is affected by it? What do traffic accidents cost in money, in lost time, in transportation inefficiency and curtailed production? What price are we paying for carelessness in blood, broken homes, suffering and death?

Finally, the public must know how highway accidents can be prevented, and what is being done about it.

The dissemination of these facts will help build support for highway safety in two ways:

1. By giving to the individual driver and pedestrian the information needed to protect himself from accident, to develop proper driving attitudes, and encourage him to accept personal responsibility for the solution of this problem. The information should be specific, simple, and clear.

Acceptance of individual responsibility is the foundation of the safety structure, and in the judgment of this Committee cannot be emphasized too much. Many people recognize the problem only as it applies to the other fellow. The first reaction of the average driver following an accident is usually dazed surprise that these things apply to him, too.

2. By promoting a wider understanding of the necessary enforcement, educational and engineering activities, thus making possible the active public support essential to their effectiveness.

It is the purpose here to indicate as far as possible whose responsibility it is to disseminate the facts; to appraise the informational job now being done; to offer a number of specific suggestions the Committee believes will be of practical usefulness to those who must carry forward this essential phase of the highway safety program; and, finally, to summarize the report in three general recommendations.

Discussion

The public information objectives in highway safety can be simply stated, but their achievement is an enormous task of staggering complexity.

We live in a Nation which has three-fourths of the world's motor vehicles—enough to transport our entire population at one time with room to spare—and a mile of road for every square mile of area. Over this vast communications network, which laces together the remotest hamlets in the land, travel reaches astronomical proportions, measured in hundreds of billions of passenger miles per year. More than thirty million Americans own and operate individually the vehicles in this transportation system.

The curtailment of accidents in highway travel is an undertaking as complex as the transportation system itself. In spite of wishful thinking on the subject, there is no short cut to safety; no magic panacea that will solve the problem over night.

Permanent reduction of the accident rate comes from impartial enforcement of traffic regulations; from modern engineering of roads and vehicles; from education of drivers and pedestrians; from uniform rules of the road; and from all the other measures which emerged as recommendations out of the conference. It takes a balanced and continuing program to get results, backed up by the public and based on the willingness of each citizen to do his part individually on foot and behind the steering wheel.

Each one of the official safety activities, a sector in the war against accidents, needs public understanding and support. It is easy to think of the public knowing too little about safety. It is difficult to conceive of the public knowing too much. The job of disseminating the facts is as broad, and must be made as continuous, as the highway safety program itself.

It is clear that we are dealing here with something more than a publicity campaign or a transient flurry of promotion. Both may at times be needed. But what the situation calls for is a continuous and large-scale effort, encompassing all the elements of highway safety.

Whose Responsibility Is It?

The public information job needed in traffic safety will be done most effectively if responsibility is shared three ways:

1. By the governmental agencies that have legal responsibilities relating to the program. Among them are the legislative bodies, administrative officials, educators, engineers, and enforcement authorities.
2. By the media of public information, including the newspapers, magazines, house organs, and other publications; the radio broadcasting stations; the motion pictures; outdoor

advertising; posters, car cards, window displays, and other display media.

3. By the volunteers in the cause of safety—the civic, professional, and fraternal organizations, the business and industrial organizations which have an economic stake in accident prevention, and all other groups of men and women dedicated wholly or in part to the cause of traffic accident prevention.

In addition to these channels of organized effort, each individual, of course, can contribute importantly to this phase of the safety program through personal contacts.

The responsibility is clear in the case of public officials to make readily available to the public all pertinent facts concerning their highway safety activities.

Usually the task is that of assembling, tabulating, or analyzing information, and of providing facilities to expedite its flow to the proper media for public distribution. The job may involve the publication of materials, the showing of films, the preparation of speeches, and other similar activities. A number of departments in local and State governments are concerned, and coordination of their work in this field is necessary to avoid overlapping and confusion.

The judicious expenditure of public funds where needed for this purpose is fully justified in the interest of saving life, limb, and property. As a general rule, the value of a safety information activity can be judged by these criteria:

Does it provide information or carry an appeal to the public that will encourage safer driving or walking practices?

Does it make available the facts people must have for informed support of some necessary part of the highway safety program?

The responsibility of the media of public information in safety arises out of their obligation to serve the general welfare. Traffic accidents constitute a grave menace to the public safety and exact a heavy toll from every community. The activities of publications, radio, motion pictures, outdoor advertising, and other media in dramatizing the problem, and in developing intelligent support for solving it, represent the highest type of public service.

The task is not restricted to critical short-range problems. Major contributions also can be made to safety through long-range programs in engineering, education and enforcement. Progress often is slow, but benefits are permanent. Continued support is needed for long-term planning which, over a period of years, will result in the elimination of physical hazards to highway travel, in the improvement of administrative efficiency in traffic control, and in the adequate education of a new generation of motorists and drivers to their responsibilities in accident prevention.

The opportunity for public service organizations of all kinds is readily apparent. The dissemination of facts about highway safety to the public and to their own memberships should be a major activity of all the community, State, and national organizations which enlist themselves in this cause.

Churches and fraternal organizations, for example, can contribute much to a better understanding of the safety problem, particularly its social implications. Universal courtesy and good sportsmanship in traffic, and simple manifestations of the spirit of brotherhood, could go far toward eliminating needless accidents. Certainly there are moral issues involved in wanton carelessness which has life-and-death consequences for others.

Through the printed page, over the air, along the streets and highways, and in other ways the purveyors of goods and services go to millions of citizens every hour with commercial messages. During the war, advertising rendered outstanding public service in the war bond campaigns, recruiting, salvage, and in scores of other emergency programs. Since the war, advertising has done a great deal in support of the safety program.

The daily traffic casualty lists offer to advertisers a new challenge and a new opportunity for even larger contributions to the welfare of the country.

To this end, it is urged that all advertisers cooperate with this program, emphasizing in whole or in part the importance of highway safety, particularly as it relates to their business.

How Well Is the Job Being Done?

During the seven years immediately before World War II, many cities and States began to apply modern accident prevention techniques, with the result that the number of highway fatalities per one hundred million miles of travel in the United States dropped approximately one-third.

Much of the credit was due to the magazines, newspapers, radio stations and other media that gave active leadership to the cause of safety. They focused attention on the problem, and provided momentum on a Nation-wide basis to the development of public support for sound safety efforts in communities and States.

During the war, highway casualties yielded in general interest to the casualties reported from the battlefronts.

With the upsurge of motor traffic since VJ-Day, and the spectacular increases in highway fatalities accompanying it, safety once more has become front-page news. Today in articles and editorials, in pictures and posters, in radio dramatizations and in numerous other days, the challenge of street and highway accidents is seen and heard. Safety is approaching a high tide of public attention.

But an inventory discloses some minus factors:

(a) The picture is spotty. Some communities and States are active; others are not. Many magazines are doing much for highway safety; others very little. The same is true of radio, newspapers, and the other media, and of organizations throughout the country.

Our objective is a hard-hitting program in every State and community, supported aggressively by all media and organizations. We still have a long distance to go.

(b) Well-intentioned public information efforts sometimes fail to achieve maximum results because they are not properly coordinated with the current organized community of State safety program. They appear to be going off on a tangent, and are not geared to the common effort. Close cooperation of information agencies with the official program is essential to get concerted action and maximum results.

(c) Activities too, often are spasmodic, lacking the planned continuity necessary to sustain them over a long period. Safety is hot today, forgotten completely tomorrow.

In some instances, this is due to the fact that the community or State safety activities are spasmodic. The information job is essentially one of reporting to and advising the public. Where enforcement, engineering, or educational programs are conducted sporadically, the supporting information activities tend to follow the same inconstant pattern.

But there are many other cases where public authorities and safety groups do carry on, day after day, the necessary safety job, with inadequate support, on the public information side.

In these cases, information activities are allowed to follow the path of least resistance. Occasionally, they flare up, when public interest in the subject is high. Usually, this follows a particularly shocking tragedy, or a series of them, on the streets or highways in the area. Then the program loses momentum, and dwindles down again to virtually nothing.

Results from this type of effort are limited. The lasting result can be obtained only when the public authorities, civic organizations, the press, the radio, and other media of public contact organize to maintain a continuing program of safety education.

How Can the Job Be Done Better?

While the problem of sustaining public interest in highway safety is admittedly difficult, it is by no means insuperable.

The broad scope and complexity of the subject is, in this respect a valuable asset, because it provides a rich variety of themes, touching the interests of people in all groups and ages.

The child crossing the street, the care of an automobile, the training of competent administrative and engineering personnel, the policeman at the corner, the designing of safety into a rural highway intersection, the development of good citizenship through safety instructions in the school, and the burden of emergency cases on local hospitals, the training of automobile, bus, and truck drivers—these and countless other subjects all are part of the program.

It is necessary to repeat somehow the fundamentals of highway safety over and over. But in a country where more than a million trucks are owned by farmers, where doctors drive on the average about 35,000 miles a year in their cars, and where more than four million children ride to school every day in buses, it is not necessary to tell the story the same way every time. There is plenty of room for freshness and variety, and for change of pace.

The resourcefulness and ingenuity of the men and women who put out our newspapers, edit our magazines, and produce our movies and radio shows will provide the final answer to the problem. They have the "know-how" it takes to do the job. Once having accepted seriously the challenge of highway accidents, they will find, in cooperation with safety organizations and public officials, the ways and means of overcoming all obstacles that stand in the way of their doing an outstanding job of saving lives.

It is not possible here to specify the activities which each group or agency should undertake. That will depend upon which organization is doing it; what facilities it has for the job; whether the coverage is local, State, or national; and the status of the safety program in the area served, and its particular needs at the time.

But from past experience in this field the following nine general principles have been distilled which may have value as guideposts to action in communities and States:

1. Activities should be keyed to current safety events whenever possible. For example, a talk explaining the new enforcement policy of the local police is likely to contribute more to accident prevention in the community than one dealing with generalized appeals for carefulness. This type of program also will help get public support for particular safety projects at a time when that support is most needed to make them effective.

2. Cooperate in the promotion of special events. Special emphasis programs have been effective on pedestrian safety, checking of brakes, seasonal hazards, and in meeting special problems in areas of a city or State. The Red Cross first-aid stations and mobile units, in addition to helping the injured, also can emphasize accident prevention in their promotional and publicity activities. A four-story neon-lighted thermometer was erected recently in one city to record the community's "deathless days" in traffic. This promotion event created the

opportunity for many informational activities related to the community's traffic situation.

3. Tell the story in human terms. Make it apply personally to those addressed, and don't count on safety's importance alone to win it an audience. It has to be interesting as well. This point was understood recently by one knowledgable editor who, when asked how the highway safety story could be put across to the public, replied, "Mug it up!"
4. Make the program selective, in accordance with particular community needs. If the police are tightening up on signal and stop-sign jumpers, for example, emphasize the number of accidents that are happening as a result of those violations. Getting this information, the public will give the police the cooperation they need. The public also will understand better and respect to protective function of well-engineered traffic control devices.
5. Put the facts to work. Whenever possible, tie up the causes and effects of an accident with the press and radio reports of its occurrence. This may not always be feasible. But whenever it is, the report should include reference to the contributing factors in the accident, such as violation of the law, defective equipment, or hazardous weather and road conditions. Accident facts have their greatest educational impact when they are news. A radio station in one large city, for example, has found it possible, cooperating with the police and community safety organization, to put the facts to work in a regular dramatization of the "Accident of the Week", which contains much valuable information for pedestrians and motorists.
6. Libraries can cooperate in many ways, as for example in the display of safety materials, the use of book marks containing safety materials, the use of book marks containing safety messages, and by providing to the public and to safety speakers reference services and information.
7. "Scare" promotion—the use of gruesome pictures, statistics, and other blood-curdling materials to shock people—definitely has a place. But its effects are not long-lasting, and if employed too often the technique loses its value altogether. Sometimes the "Shock" approach is useful at the beginning of a program, to stir initial interest. It can serve a useful purpose in such cases, provided that out of the interest created something constructive is evolved which will carry on the program. Safety is a day-after-day job, whereas scare promotion is effective only if infrequently used.
8. Seasonal hazards to traffic afford good opportunities for special emphasis programs.

   At vacation time, for example, children begin playing in the streets. Storms of icy conditions in the winter present special driving hazards. These are opportune times to remind

motorists of the need for special carefulness, and to provide them with specific and practical information that will assist them to avoid risks.

Holiday concentrations of traffic likewise offer promotion possibilities. Safety contests, with awards, can stir interest if properly handled and like other activities of this kind generate publicity and promotion which serve to call the problem to public attention.

9. Names make news, and they don't even have to be the names of flesh-and-blood characters. They can be Dick Tracy, of the comics, for example, or the Lone Ranger, of radio fame. When news is made by comedians, movie stars, famous athletes and pilots, and other personalities with large numbers of followers, then it is efficacious news indeed. The cooperation of these bellwethers in public interest can contribute substantially to the effectiveness of the safety program.

   In the neighborhood, as in the Nation, names of prominent people command attention, and their leadership in safety materially aids the information activities.

10. By far the biggest name to the average person, however, is his own. After that, a member of the family, a neighbor, a friend or associate. And the most interesting places are the home, neighborhood, community, State, and Nation, usually in that order.

    Hence the localizing of safety information is desirable from the standpoint of interest. Localized information also is specific, and carries much more punch than generalizations.

    Similarly, visual presentations often are more forceful than words in illustrating driving techniques, and conveying other information. Motion pictures, still pictures, slides, cartoons, and diagrams all have a contribution to make in telling the highway safety story.

    One newspaper, for example, selected the "50 worst intersections" in its city—those with the most accidents over a period of years—and published a series of "intersection diagrams" showing how the accidents occurred. This series had particular appeal to the neighborhoods in which the intersections were located. It succeeded also in developing invaluable public support for the community's traffic engineering program then getting under way.

Specific Recommendations

1. Public information activities should be coordinated in the community, the State, and the Nation with the organized public support program recommended by this Conference, and should seek to:

   a. Inform the public fully on where, how, why, and when traffic accidents occur.

b. Assure thorough public understanding of the social and economic effects of highway accidents.

c. Familiarize every citizen with all phases of the safety program recommended by this Conference, and with its progress.

2. The agency designated to conduct the program in Illinois should utilize trained personnel to promote highway safety through all public information channels.

3. Public information activities should be designed to:

a. Encourage each individual to accept personal responsibility for solution of the highway safety problem, and give him specific information needed to protect himself from accident.

b. Promote wider understanding of and support for the necessary engineering, enforcement, and educational measures recommended by this Conference.

4. The Conference urges close cooperation in this task among officials, media, and organizations, and commends to them as a means of securing maximum effectiveness the principles and suggestions outlined in the report of the Committee on Public Information as guideposts to action.

5. These Conference recommendations are addressed to all groups and agencies, and especially to:

a. Public officials having jurisdiction over the several phases of highway safety. The judicious expenditure of public funds where needed for the purpose of public information is justifiable and desirable.

b. The owners and management of magazines, newspapers, house organs, and other publications; of motion picture producing and distributing companies; of radio broadcasting stations and networks; and of outdoor advertising, graphics, and other display media.

c. Volunteers in the cause of safety; the civic, professional, and fraternal groups; business and industrial organizations having an economic stake in accident prevention; and all other groups of men and women dedicated wholly or in part to this humanitarian endeavor.

6. This Committee recommends the continuance of the Official coordinating Committee known as the Illinois Highway Traffic Safety Commission and the establishment of a Statewide traffic safety organization for the purpose of developing an effective instrument of support for the official highway safety program of Illinois.

MR. JACOBS (Chairman, Committee on Education): The Committee on Public Support will report through its Vice-Chairman, Mr. Barney Thompson. (Applause)

MR. THOMPSON (Vice-Chairman, Public Support, Committee on Education): Mr. Chairman, honored guests, ladies and gentlemen: Mr. Paul Blaisdell, Secretary of the National Committee for Traffic Safety, who has so faithfully assisted us in this Committee work today, has consented to read the report, and at the end of Mr. Blaisdell's reading I would like to present a resolution, outside of the Committee, which will take about a half a minute. Mr. Blaisdell. (Applause)

MR. BLAISDELL (Secretary, National Committee for Public Safety): Mr. Chairman, the recommendation of the Public Support Committee is as follows:

Statement of Objectives

The Committee on Organized Public Support will analyze the ways and means currently utilized to activate effective safety programs of organizations and associations interested in the public welfare, including public support of official programs, nationally and locally. It will recommend a working plan through which conclusions of the Conference can be translated into action programs. The Committee will also recommend specific steps which may be taken to intensify public approval and responsibility for reduction in highway traffic accidents and insure state-wide application of recommendations of the other Conference Committees.

Discussion

The Challenge

One of the most positive challenges to public action in the United States today is the need to reduce traffic accidents. The number of traffic casualties on our streets and highways each year, momentarily lessened by the restrictions of our participation in a world conflict, is racing back toward its prewar level. At the present rate, 34,000 people will be killed and 1,100,000 injured during 1946, a total comparable to the entire population of one of our major cities. This toll would mean that scarcely any individual in the United States could escape the tragedy of having one or more of his circle of friends, or associates in business or organizations, become a candidate for the hospital or the undertaker due to a traffic accident. Vigorous and concerted action can and will correct this situation.

Highway Transportation in American Life

Our approach to the problem of highway safety must be positive and constructive. Defeatism has no place in our thinking when we consider a basic element of our existence. Motor vehicle transportation is an integral part of the social and economic life of our country, and highway safety is inseparable from efficient highway transportation. There is no more tragic waste of human lives, no

more unnecessary background to human suffering, no more needless source of economic loss than traffic accidents. Needless because a completely adequate traffic safety program of State and local governments fully supported by the people both through organizations and as individuals, can bring down and hold down the highway casualty list. Experience proves that such a purposeful, all-inclusive program of traffic safety will lower the accident rate.

Public Approval and Public Support

It is a statement of the obvious to say that the public approves the idea that we should have safety in highway transportation, but public approval does not necessarily mean public support, and in the past a large part of the so-called support has been lip service. Approval has been most frequently applied to activities that affect the other fellow. If there was ever a need for unselfish devotion to a single cause it exists today in our quest for highway safety.

If there remains in the public mind any lack of conception as to the magnitude of the problem, any question of what forces are needed to make our roads safe, we must intensify our use of every informational medium until we have a people thoroughly aroused and giving individual cooperation. The best that this or any other Conference can offer toward traffic safety will be relatively useless unless it wins public and personal acceptance.

The factors that deter the enactment of good traffic safety legislation and administration in this State and its municipalities, and those that deter full public support for traffic safety must be summarily removed by full-scale utilization of the techniques of engineering, education and enforcement assembled for this Highway Safety Conference. County by county, city by city, we must measure our traffic laws and ordinances, our police enforcement policy and practice, our safety education program in the schools and our engineering accomplishments against the standards necessary to achieve safety on our highways. If our own traffic safety program is substandard, we cannot rest until it is corrected. This means a ceaseless campaign to give our public officials the essential laws, personnel, and budget to operate an adequate safety program, throwing the full force of public support behind the accomplishment of these objectives.

The Stake of Organization

Every civic, farm, industrial, labor and religious organization of national, State, and local scope has a stake in highway safety, not only for humanitarian but for economic reasons. The use of our system of streets and highways touches every one—man, woman and child—in the home, in business as a laborer, as an industrialist, as a farmer, or in whatever classification. Highway users are not confined to those driving a passenger car, truck or bus, or even to

those who are passengers. The pushcart peddler, the mule team driver, the pedestrian, anyone capable of moving or being moved, are all potential highway users.

The question, then, of the participation of organizations in the effort for traffic safety should be purely academic. However, participation must be on a basis of voluntary cooperation. The result will be measured in terms of what the organization is capable of doing, what it does, and how well it fits its particular interest into place in the whole highway-safety pattern. That interest may vary from a direct, commercial interest to an altruistic effort for the public welfare. The parking problem may be the emphasis of one organization, while recreational use of highway facilities may be the focal point for another organization. In every case there is a direct link to safe highway transportation. It must be admitted that traffic safety will never be the principal interest of many large organizations. Our task is to develop their interest to maximum effectiveness even though it remains secondary.

Responsibility

Legal responsibility for traffic safety is twofold—that of governments to provide the best possible official program, and that of individuals to conduct themselves as highway users with constant regard for the rules and constant consideration for the right of others. Finally, in highway safety the individual is always supreme. He can, by his act, in the fraction of a second, either fulfill the mandate to be a safe highway user or nullify the efforts which have been expended to safeguard lives and property. There is no substitute for individual caution, and no forgiveness for individual carelessness.

A Balanced Program Is Needed

There is no royal road to highway safety. Only through a balanced official program supported by the public can we produce the desired result. Any gap in our presentation of a united front against the accident enemy is a potential setback. There must be a complete understanding of the need, the problems, the program and the specific application of that program.

A Balanced Program Is Offered

The Committees of the Washington Safety Conference have developed a technical plan of traffic safety. Their findings are based on years of experience, research, experimentation, and education—on analysis of what is needed to constitute a complete, adequate, official highway-safety program. These technical elements, when joined together, will form an over-all, practicable blueprint for highway safety which may be taken by a state or local government and developed into a working reality. The techniques approved

by this Safety Conference will constitute the basic traffic-safety program for some years to come. To the extent that local governments follow the Conference recommendations, the techniques will become the official traffic-safety program. This technical plan offers a springboard for quick and lasting results if there is competent public support at State and local levels.

The Committee on Public Information will recommend uses of specific media to bring the case for highway safety directly to the general public. It is the purpose of our Committee to consider how we can secure public support through organizations, and thence through individuals. We take the position that any program worthy of bearing either the title or the implication that it is the approved structure of highway safety for the State, must be a completely coordinated program—and we use the word "coordinated" in its dictionary sense. That coordination must exist in both the official and the public support programs. Our insistence upon coordination is strongly based on the history of highway safety. We have cities with undeniable proof that they began to make progress in reducing highway accidents when they began to coordinate—and not before.

In our judgment it is impossible to divide support for traffic safety into immediate and long-range steps. The effort cannot be placed in two compartments. It is a constant, continuing job which begins at any moment and never ends. Our recommendations, though including steps which may be accomplished in a period of days or months, also provide activities for public officials organizations, and individuals which must go on over the span of years.

RECOMMENDATIONS

Only through a balanced, long-range official program supported by the public can we produce the desired reduction in traffic accidents and waste. Every civic, farm, industrial, labor, veteran, fraternal and religious organization of State and local scope has a stake in highway safety, not only for humanitarian but for economic reasons. The development of the automobile and the present system of streets and highways touches everyone—man, woman and child—in business, as a laborer, a farmer or in pursuit of recreation and happiness.

The Committee on Organized Public Support recommends:

1. That the Illinois Highway Traffic Safety Commission should be continued and should:
   a. Appraise existing conditions within the State, utilizing the recommendations of this Conference and other pertinent information and facts as a measuring stick to determine exactly what is needed to develop an effective, official, State Highway Safety Program.

b. Fully coordinate their highway safety activities and jurisdictions.

c. Acquaint the public with the results of their analysis and comparison, and the outcome of their coordination, to the end that organizations and individual citizens shall know exactly what items constitute the official highway safety program.

d. Consult with representatives of State Organizations of municipal and county officials, arrange means of close cooperation and coordination between local and State official activities.

2. That the Chief Executives of county and municipal governments, with the impetus given by the State Conference, should follow the same procedures:

a. Establish a County or City Coordinating Committee of Officials.

b. Analyze existing local conditions in highway safety in comparison with the technical program approved by the State Highway-Safety Conference.

c. Securing the establishment of a local traffic-safety organization in metropolitan areas, cities, or counties where no safety organization is actively carrying on a traffic-safety program.

d. Call a local highway safety conference for consideration of items recommended here.

3. That local conferences be held for the purpose of discussing and taking action on the following items:

a. Adapt the highway safety program approved by this Safety Conference to the needs of the particular communities.

b. Organize working relationship between the Coordinating Committee of Officials and the State-wide traffic-safety organizations, as defined in Section 4 of these recommendations.

c. Review the official State highway safety program and that of the supporting safety organization to determine the extent to which these programs are being carried out in the community and what still needs to be done.

d. Discuss methods of financing the traffic-safety organization.

4. That the Governor take the leadership in seeking the establishment of a State-wide traffic-safety organization in Illinois. Such organization must be entirely free from partisan politics, and should offer full and complete opportunity for public expression and participation through a membership of representatives of all State-wide organizations able and

willing to contribute to the solution of the traffic-safety problem. A representative of each local safety committee along with other outstanding individuals should be added because of their particular interest. In order that it may be an effective instrument of support for the official highway-safety program of the State, this organization should operate on the following basis:

a. As a supporting, advisory, and consulting group for the official State Highway Safety Program, working closely and with the Illinois Highway Traffic Safety Commission.

b. With a full-time paid Executive Director or Secretary and such employed staff as is consistent with the size of the organization and its program, or through the use of staff of such existing agencies as will insure continuity and stability of purpose. Every city, town and county safety organization must have assistance, guidance and support if they are to be most effective.

5. That every civic, fraternal, business, professional or other organization, of whatever scope or nature, which is interested in traffic safety should have a Safety Committee to arouse the interest and mobilize the support of its membership, and to cooperate with all State and Local safety organizations mentioned above.

A thorough follow-through by official agencies and support organizations is due essence of these recommendations. We have offered a framework from which must flow many detailed activities.

MR. BARNEY THOMPSON (Vice-Chairman, Public Support, Committee on Education): Some members of the Committee on Public Support felt very keenly sometimes there may be a distinction between a public front and the personal practice. One member in particular felt that this ought to be brought down to a sort of personal dedication by every member of the Conference to enter into for himself and his family, the spirit of traffic safety and so the Committee proposes this resolution, outside of its specific recommendations:

"RESOLVED, That the members of this Conference pledge themselves personally to exercise caution and practice all safety measures in the use of the highways, to observe earnestly all traffic laws and regulations, and at their first opportunity to institute the educational program for their own household and family."

I move the adoption of the resolution.

Motion made and seconded that the resolution be adopted.

CHAIRMAN: I wish to introduce W. Earl Hall, Editor of the Mason City Globe Gazette, Mason City, Iowa, who is Chairman of

the National Committee for Traffic Safety. He took a very important part in the President's Safety Conference, was Vice-Chairman of Public Support and a member of the Coordinating Committee. I am not going to infringe on his time. The Honorable W. Earl Hall. (Applause)

MR. W. EARL HALL, (Chairman, National Committee for Traffic Safety): Chairman Sullivan, Committee Chairman and Subcommittee Chairmen: I am pleased and complimented to be invited here for this little visit with you, that's what it is going to be, and I assume my part in the program to be that of the pronouncement of a brief benediction of a very significant meeting.

At the outset I should tell you two things: one, I am very well aware that the novelty of the human voice is pretty well worn off so far as most of you are concerned, at the end of a long day, such as you have had here today; second, I think I should warn you of what I am known by in Iowa. I am regarded by too many people as something of a screw-ball.

An awful lot of people cannot understand why a newspaper editor would want to busy himself chasing around his own State, and ultimately around the Nation, trying to get other people to be careful with their own lives.

Some of my readers, I think, have difficulty understanding why an Editor would make a point for eighteen years to never let a copy of a newspaper go to press without at least one safety preachment, more usually, but at least one.

I remember the psychologist who developed a formula to determine the I. Q. of an audience, would say, it is Friday, February 32nd, it is raining outside, there is not a cloud in the sky, the aeroplane can travel 250,000 miles an hour, tell me quick, how old am I? Then he would stand back and watch the reaction. On one occasion there was a youngster named Johnny in front, who spoke up and said, "Professor, you are just 40 years old." The professor darned near fainted; he was 40 years old. After he regained consciousness he looked at Johnny and said, "Johnny, you interest me. I am 40 but how could you tell?" By this time Johnny began to get a little bit aware of himself, tugged at his coat and said, "Oh, Professor, it is perfectly simple, because you see we have a hired girl at home. She is 20 years old and she is only half nutty."

A good many people think on the whole I am more than half nutty on the subject of traffic safety. I hear from them every once in a while.

I had a letter not so long ago, some months ago, from another editor in Central Iowa, and it was a courteous letter, very well written but to the point, and the point was this: He wanted to know what great difference it makes whether you die on the highway and get it over in a hurry, which, of course is a fallacy, it does not always happen, or whether you wait to take your turn in bed from

cancer, or something else. Well, I will have to admit to you I could not prove that fellow was wrong. I think he is wrong. Life is sweet to me. I want to live out my years, want my youngsters to live out their years. I have three of them, but I cannot prove he is wrong.

I think I should give a little background. I found out later at the time he wrote the letter he was suffering from a case of cancer and is dead. I cannot disprove his contention.

I have an insurance president friend who takes a strange position. He thinks I am a silly person chasing around trying to get other people to be careful of their own lives, he told me in conversation one day. He said, "Hall, isn't it just about time we recognize the fact that highway slaughter is the inevitable price we pay for progress; it is bad but there is nothing we can do about it."

Now, I cannot disprove the contention of my editor friend with the cancer but I can disprove the contention of the insurance president, who, of all people, ought to know better.

They used to say that same thing about accidents on railroads and industry. They don't say that any more, because they know it is not true, and there are dozens and dozens of communities in America, including my own, I am glad to report, have given utter, complete disproof to the contention that accident slaughter in highway operation is the inevitable penalty of progress.

My own philosophy with respect to this whole traffic-safety problem is expressible in this sentence: Whenever nine out of ten people in America want traffic safety, want it badly enough to pay the price, and there is a price to be paid; whenever nine out of ten want safety that bad, we shall be on our way almost overnight to having highway safety.

My further reasoning with respect to that has been this: When that condition was true, that nine out of ten wanted safety badly enough to say the price, and there is a price to be paid and we have to determine whether we are going to pay for the things we know should be done to reduce or even eliminate highway slaughter.

My reasoning has been that we would go to the engineer and say, "What can you do?" He would tell you. We would go to the educator and say, "What can we do?" He would tell us. Then we would go to the enforcer and say, "What can we do?" He will say, "I will do exactly as you want me to do but I am human enough to know when I am on this I am not going to crack down if I have reason to believe this group is going to separate me from my meal ticket." That's been my reasoning for years.

Last May a traffic conference was held in Washington, which brought in 1500 people from all parts of the country, who summed up their experiences and wrote what I have been referring to as a new testament of safety which ought to be your bible. The old testament of safety was written in 1926 at a conference held in Washington, called by Herbert Hoover, then Secretary of Commerce.

This was a new testament, a theory behind it in blue prints, drawn by the best experience of all these people who know most about safety and those reports are embodied in a book, a very pretty book, but you and I, and all people, are being asked how that book will be used. Shall it be made the moving spirit of a nation-wide campaign against highway slaughter or be placed on the book shelves to gather dust.

Here today you have been meeting and it is based on one of the prominent recommendations in the new testament—safety. Based on experience, safety must be broken down to the State level and to set up a good organization you must have an active interest and leadership of the Governor in each of the forty-eight States, and I am delighted to note here today that you do have that interest of your Illinois Governor.

I have sat in one, two or three of these Conferences held over the country, and I want to tell you, and I don't tell this to all of the girls, I want to tell you that your deliberations have been extremely business-like and to the point.

At the conclusion of this Conference in Washington, Paul G. Hoffman, President of the Studebaker Corporation and Chairman of the Committee on Personal Service; Chairman of the Public Support Committee, made this observation: If by some miracle—and it would require that on account of the compelling aspect—if by some miracle the new testament of safety could be made one hundred per cent operative, within a year the American toll of death on streets and highways could be reduced from the thirty-nine or forty thousand they are going to hit this year to something over ten thousand; cutting it down to one-fourth.

It is a job that can be done. We have got to do it and I think we are going to do it. How are we going to do it? Well, you are on the right trail. You have set the National program to Illinois dimensions and I think you have done a swell job of it, but what you have done is going to be of no more than fleeting interest or importance if you adjourn and go home and forget about it.

The job that faces the people here today, and the people of every state in the Union, is to get back into the local communities where you live, whether it be Chicago or some downstate county, and see that there is an organization set up for a specific and frontal attack on this traffic safety problem.

Long ago we discovered that the mere holding up of hands, I will abide by the rules of safety, and that sort of thing, is not worthless but almost worthless. It will not do the job.

I don't know the problems of safety in Chicago but do know the problems of safety in the rural counties, counties with a county seat of twenty-five or thirty thousand, which the case is of Cerro Gordo County, Mason City, Iowa. If you live in such a community

and want me to tell you what you should do in your community specifically, I would be glad to answer the question.

What is the greatest problem facing us in the safety problem today? I will tell you what it is. It is the problem of getting people to quit yawning.

A case in point in your own State, not so far from here, last spring, two trains figured in a collision in Naperville, Burlington trains. My recollection is that the ultimate toll from that catastrophe was forty-seven lives. The accident made headlines of every daily paper in America, for at least two days, and in my own paper for two days it made the headlines because forty-seven dead is a terrible thing and yet this is what I am talking about; on the very day of the Naperville accident just about an even one hundred people were killed on the highways, the streets and highways of America and that did not hit the headlines except maybe locally, where it involved local news.

What is our greatest handicap in this safety work? I think it is the fundamental fact that there is not anything glamorous about saving lives. If I could advertise in my newspaper some day and state on some Sunday afternoon I was going to stage a collision and I would guarantee four deaths I could fill the countryside. If I announce a safety meeting my readers go on generally to the next column.

There is glamor when victims are taken off a chicken crate or a piano box floating down the Ohio river; you can take a picture of them, that's glamorous news, but we don't have that in safety work. I have tried for twenty years to find some way to put some glamor in this safety work and I have to confess almost complete failure.

As a matter of fact when somebody comes to me and addresses me along these lines: Mr. Hall, you have been in this business twenty years, how many people do you think you have saved, I cannot give them a satisfactory answer. I don't know whether I have saved anybody or not but I like to hope, like to suspect maybe I have been responsible for saving maybe just one life, and I like to hope that maybe that one life that I have saved was some swell little kid in my neighborhood.

I thank you for the honor you have conferred on me in pronouncing the benediction on this significant meeting of yours today. My final word to you is that you have not accomplished anything if you write period after your accomplishments here today. You are just at the start of your program and the ultimate effectiveness of the program is going to depend on how well you succeed in taking the program back to the place where you live. The one way to deal with this, to make these pronouncements in this room, and make them effective, is to set up an organization, a safety council—I don't care what you call it, we call them safety councils over in Iowa. You have to set up that safety council for the specific purpose of making a frontal attack on the traffic-safety problem. (Applause)

THE CHAIRMAN: Thank you, Mr. Hall, for your certainly most interesting discussion on the problem of Traffic Safety.

It occurred to me, as I listened to Mr. Hall, this thought struck me, here is a man who has a hobby, a hobby he took onto himself twenty years ago, a hobby of saving lives, and I noticed he said he would be happy if he thought he saved the life of one child. Certainly that should drive home to us a challenge that should be ever with us. We should go out and work at least one hundredth part as hard as Mr. Hall has, chasing around his own State and over the country, trying to save lives, save the life of the other fellow.

There was a part of his talk which certainly impressed me very forcibly, that part about getting back to the home front. As he told you, it started with a National Conference, called by the President of the United States last spring in Washington, which I think was a most remarkable conference. We are now at the State level. I think this is about the twentieth state to hold a state conference and now we are going back into the home level, the local level, the home front.

I certainly agree with the thought expressed by Mr. Hall, that all these happenings in the past, the Conference in Washington and the State, are not going to amount to a tinker's darn unless we get into the home front on the local level. Go into your respective communities and call conferences there and follow through. I think when we do that we will have joined Mr. Hall in his hobby of saving lives.

I think today we have applied what may be described as a total of Illinois knowledge and experience in matters of traffic. It is an extremely serious problem—that of safety.

I know you feel, as I do, that today we have made a definite step toward our goal. However, that goal is yet a shimmering, intangible thing beckoning from afar and yet to be achieved. Whether we gain our objective is up to each of us who is present here today. If we leave this meeting determined to make this program work, to do our individual part and urge all whom we contact to do theirs, then our success is eventually assured.

You people have given up your time and money to attend today's Conference, to work with the various Committees and to develop this program that we feel will benefit our State, have earned the gratitude of all the people of our State. It is my pleasure to convey to you the earnest thanks of Governor Dwight H. Green, of the individual members of the Governor's Highway Traffic Safety Commission, and also my own. Our thanks are also due to many others. Governor Green and the Traffic Committee are deeply appreciative of the cooperation extended by the press and radio in getting our message to the public; to hotels for making space available, despite over-crowded conditions, and to all the others who contributed to the success of the Conference.

Again I congratulate you upon the work you have accomplished here today.

If there is no further business to come before the Conference—

MR. JACOBS (Chairman, Committee on Education): I would like to express my appreciation to you and the Staff who ran this Conference on schedule. I think it was a magnificent job and I move we extend the appreciation of the Conference to you and your staff.

A MEMBER: Second the motion.

THE CHAIRMAN: You have heard the motion, it is a little bit embarrassing to present it, but Mr. Jacobs has asked a vote of thanks to those who have taken an active part in the Conference. All in favor of the motion will signify by saying aye; contrary, no. The motion is carried.

We are just about five minutes ahead of schedule. Thank you, ladies and gentlemen. (Applause)

Whereupon the Governor's Highway Safety Conference Commission was adjourned.